

DOCUMENT RESUME

ED 189 737

EC 124 053

TITLE The Improvement of Staff Development for General and Special Administration Through a New Partnership: Final Report.

INSTITUTION University Council for Educational Administration, Columbus, Ohio.

SPONS AGENCY Bureau of Education for the Handicapped (DHEW/OE), Washington, D.C.

BUREAU NO 451BH70051

PUB DATE Nov 79

GRANT G007603111

NOTE 618p.; Print is poor in parts.

EDRS PRICE MF03/PC25 Plus Postage.

DESCRIPTORS *Administrator Education; *Administrator Role; *Compliance (Legal); *Disabilities; *Educational Cooperation; Elementary Secondary Education; Employment Opportunities; *Inservice Education; Program Descriptions; Staff Development

IDENTIFIERS *Education for All Handicapped Children Act; *Special and General Education Leadership Project

ABSTRACT

The Special and General Education Leadership (SAGE) Project was a 3 year effort focusing on inservice activities for administrators and other personnel geared toward implementation of P.L. 94-142, the Education for All Handicapped Children Act. The project involved three objectives: to design, implement, and evaluate a series of staff development experiences for integrating general and special education administrators; to develop and test materials and systems for improving staff development experiences for general and special education administrators; and to extend the use of tested products and processes to school systems, state education agencies, and universities beyond those directly involved in the project. Following a SAGE Project overview are sections which address specific activities, accomplishments of the program, slippages in attainment, highlights of successful phases, less successful phases, spinoffs from the project, a concluding statement, and a financial statement. The bulk of the document consists of a section presenting the Collaborative Leadership Conference Report and Evaluation and appended materials. Among papers contained within the conference report are the following titles and authors: "Developing Administrative Arrangements and Curricular Alternatives Toward Providing the Handicapped Equal Access and Opportunities: A Historical Perspective" (G. Alley); "Administrative Training: The Key that Turns Law to Quality" (F. Baars); "Community Cooperation Toward the Employment and Training of the Handicapped" (J. Balmer); "The Affirmative Action Report" (T. Bowdle); "Toward a Sense of 'Intellectual Crisis'" (R. Felker); "Elaborated Images, Realistic Aspirations, High Expectations" (W. Kritek); "Political Considerations in the Move from Tolerance to Advocacy" (W. Malloy); and "Collaborative Action in the Education and Employment of Handicapped People" (C. Mortland). Appendixes include copies of newsletters on Project SAGE activities, examples of plans addressing the school based collaborative and multidisciplinary approach, and observations and anthropological reports on SAGE workshops. (SBH)

ED1897737

FINAL REPORT

**Project Number 451BH70051
Grant Number G007603111**

U.S. DEPARTMENT OF HEALTH,
EDUCATION & WELFARE
NATIONAL INSTITUTE OF
EDUCATION

THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL NATIONAL INSTITUTE OF EDUCATION POSITION OR POLICY.

**The Improvement of Staff Development for
General and Special Education Administration
Through a new Partnership**

Submitted to

**U.S. Department of Health, Education and Welfare
Bureau of Education for the Handicapped
United States Office of Education**

By

The University Council for Educational Administration

November, 1979

"PERMISSION TO REPRODUCE THIS
MATERIAL HAS BEEN GRANTED BY

*William L.
Peterson*

TO THE EDUCATIONAL RESOURCES
INFORMATION CENTER (ERIC)."

EC124053

UCEA/SAGE Conference sponsored by:

**University Council for Educational Administration
Jack Culbertson, Executive Director**

funded by:

**U.S. Office of Education
Bureau of Education for the Handicapped
William Peterson, Project Officer**

Acknowledgements

It is not possible to acknowledge all the contributors to the SAGE Project. Many individuals from exceptional educational administration, general educational administration, professors and practitioners made significant contributions. Among those deserving special recognition are Fred Baars and Lowell Harris, North Carolina State Department; Henry Bertness, Tacoma Public Schools; William Malloy, Milwaukee Public Schools; Wylamerle Marshall, Dade County Schools; Harold McGrady and Carolyn Raymond, Mesa Public Schools; and Phyllis Shutt, Nashville Metropolitan Schools.

Finally, special acknowledgement is given to the staff members of UCEA for their efforts during this project. Appreciation is particularly expressed to Mary Holifield.

Jack A. Culbertson
Ellen A. Harda

MAR 19 1980

Executive Summary

Introduction

The Special and General Education Leadership Project was a three-year effort focusing on staff development activities in five local education agencies and one state education agency. The following education agencies were involved in this project: Dade County Schools, Miami, Florida; Mesa Public Schools, Mesa, Arizona; Milwaukee Public Schools, Nashville Public Schools; Tacoma Public Schools, Tacoma, Washington and the State Department of North Carolina.

Activities during the first year were primarily directed at the principal and his or her role in P.L. 94-142 implementation. These activities were extended to assistant principals and other education agency personnel in the second year. The third year focused on collaborative staff development planning and implementation. It was recognized that in-service activities (both planning and implementation aspects) designed for administrators needed to include other personnel in addition to administrators. Activities related to the administrative aspects of P.L. 94-142 often demand the cooperation and participation of many non-administrative personnel.

Implementing the intent of P.L. 94-142 goes beyond purely technical and mechanical compliance. The sociocultural and political barriers to equity were a major concern of the third year.

The following descriptions extracted from the main report, focus on the third year of the project. The present project coordinator is far more familiar with the project's final year; therefore, remarks will be

limited to the time period of August 1978 to November 1979. The descriptions of year one and two events can be found in the Year Two Evaluation Report or in the body of the final report on pages 1 to 25 .

Accomplishments of Program

1. School-Based, Collaborative and Multi-Disciplinary Activities

During the first two years of the SAGE project, heavy emphasis was placed on administrative inservice training that spoke to very basic information and understanding needs of administrators. Technical and basic understandings of P.L. 94-142 were the major concerns of individuals in charge of staff development programs. The third year focused on ways P.L. 94-142 can be implemented at the local building level and the collaborative activities needed to perform school-based implementation.

The inservice programs in the five LEAs and the State Department all reached beyond the administrator. Included in these inservice programs were professional staff members from several divisions in addition to the administrators needed for P.L. 94-142 implementation. The majority of the planning was also accomplished using the collaborative leadership and multi-disciplinary approach.

In addition to the on-going third year activities, it may be said that the SAGE project took hold and will continue in the education agencies that participated in the project.

2. An Active National Network

The network of practitioners and university professors and the network of local and state education agency personnel resulting from the SAGE project have created a framework for communicating on a national level about the problems facing individuals responsible for implementing

P.L. 94-142. Along with the recognition of problems are examples of ways to meet the challenges inherent in P.L. 94-142. Although the funding agency deleted the monies originally designated to support the materials exchange, such exchanges progressed to a certain extent due to the personnel exchanges. Both human and material resources have been made available in various forms to the participants in the SAGE project.

The personnel exchanges continue to provide a solid framework for future resources with respect to innovative staff development activities. Several of the activities move beyond the education agency and into the community where awareness and understanding are essential before the full impact of P.L. 94-142 can be felt. For example, Dade County plans to replicate the Collaborative Leadership Conference, the final activity of the SAGE project. Participation will be open to the original SAGE project participants as well as other interested individuals. The Dade County conference will use resources from businesses, community-based agencies and the local education agency. This collaborative effort speaks to the integration of exceptional individuals in schools, communities, and the worlds of work.

The network stemming from the SAGE personnel exchanges will continue to provide models, ideas and examples of innovative approaches to the problems inherent in providing the least restrictive environment to handicapped individuals. Several individuals in the SAGE project have utilized human and material resources made available to them through the exchanges during the third year. The Collaborative Leadership Conference extended this network concept into business, industry and disciplines other than education. One example is Milwaukee's plan to involve Dr. Phyllis Stearner (cerebral palsied), a researcher with Argonne Laboratories who participated

included planning and development activities that reached out to a variety of personnel in their respective agencies. This wide-spread involvement and ownership of the challenge we are facing is an essential ingredient to "successful" implementation. This exciting aspect of the SAGE project is still on-going in many education agencies.

4. Collaborative Leadership Conference

The final activity of the SAGE project was a training activity for general and exceptional administrators and professors. The Collaborative Leadership Conference held in Cincinnati, July 1979, addressed sociocultural and political barriers to equity for handicapped individuals. These issues were approached from a multidisciplinary perspective. A full account of the conference is included in the final project report.

5. Project Evaluation

The evaluation component of this project took on different dimensions under the direction of a new project coordinator and a new project evaluator during the project's third year. The focus on qualitative evaluation was due to two major factors: (1) a response to the field-based SAGE coordinators' desire for different kinds of evaluation data, and (2) the training and experience in anthropology on the part of the project coordinator. When Roberta Felker, the current project evaluator, was appointed, it was more than mere coincidence that she also shared interests in the qualitative dimensions of evaluation.

Conclusion

The SAGE project is a continuing effort in several education agencies across the United States. The administration required of the implementation of P.L. 94-142 is changing from the traditional bureaucratic hierarchies to participating and collaborative forms of leadership. Through these

responsive forms of governance, a new context integrating exceptional and general education administration is slowly emerging.

TABLE OF CONTENTS

I. PROGRAM OVERVIEW OF SAGE PROJECT	1
II. SPECIFIC ACTIVITIES	
A. SPECIFIC ACTIVITIES OF YEAR ONE AND TWO AND EVALUATORS RECOMMENDATIONS FOR YEAR THREE.	5
B. YEAR THREE ACTIVITIES	26
III. ACCOMPLISHMENTS OF PROGRAM	41
IV. SLIPPAGES IN ATTAINMENT	45
V. HIGHLIGHTS OF SUCCESSFUL PHASES	46
VI. LESS SUCCESSFUL PHASES	47
VII. SPINOFFS FROM THE PROJECT	48
VIII. CONCLUDING STATEMENT	49
IX. COLLABORATIVE LEADERSHIP CONFERENCE REPORT AND EVALUATION	51
A. AUTHORS AND TITLES OF CONFERENCE WORKING-PAPERS . . .	78
X. FINANCIAL STATEMENT	380
APPENDIX I - COLLABORATIVE LEADERSHIP CONFERENCE FOLLOW-UP ACTIVITIES	
APPENDIX II - COLLABORATIVE LEADERSHIP CONFERENCE FRIDAY EVENING PANEL AND DISCUSSION	
APPENDIX III - SAGE NOTES	
APPENDIX IV - UCEA UNIVERSITY-SCHOOL SYSTEM PARTNERSHIP REGIONAL PLANNING MEETING AND SAGE PRESENTATIONS	
APPENDIX V - MEMOS PROMOTING SAGE	
APPENDIX VI - EXAMPLES OF CORRESPONDENCE FROM PERSONNEL INVOLVED IN EXCHANGE COMPONENT	
APPENDIX VII - SAGE AND BEYOND	

continued . . .

- APPENDIX VIII - EXAMPLES OF PLANS ADDRESSING THE SCHOOL-BASED COLLABORATIVE AND MULTIDISCIPLINARY APPROACH
- APPENDIX IX - EXAMPLES OF MATERIALS EXCHANGE CORRESPONDENCE
- APPENDIX X - EXCEPTIONAL EDUCATION CONTACTS IN UCEA PARTNERSHIP SCHOOL SYSTEMS
- APPENDIX XI - OBSERVATIONS AND ANTHROPOLOGICAL REPORTS ON SAGE WORKSHOPS
- APPENDIX XII - REACTIONS TO ANTHROPOLOGICAL EVALUATION REPORTS

1. Program Overview of the SAGE Project*

A survey of the Education Commission of the States in 1974 revealed that special education was perceived by governors to be the number one challenge to the states. Since the 1974 survey, numerous states have mandated changes in programs for the handicapped and a dramatic new federal law (P.L. 94-142) has come into being. These and other events reflect the rapidly growing interest in and concern for the education of handicapped individuals by the general public.

While much of the movement toward change in special education has been set in motion by parents of handicapped individuals, legislators, and judges, a broader leadership base is now needed. It is clear that if the changes now underway are to come to effective fruition within a context of "acceptance and mutual understanding," educational leaders in school systems will play important roles. There are two key strands of formal leadership in these systems. On the one hand, there are directors of special education and associated personnel who can bring unique insights and specialized knowledge to problems of handicapped individuals. On the other hand, there are school superintendents, associate superintendents, and school principals who are responsible for a variety of decisions affecting special education. There is not always a common understanding between general and special education leaders. Nor are the objectives and efforts of these two types of leadership always well integrated and coordinated. However, as already noted, their leadership will be critical. Not only will general and special education leaders need to create a climate of

*This section was abstracted from the opening pages of "A Proposal for the Improvement of Special and General Education Administrators through a UCEA University-School System-State Education Agency Partnership" (hereafter referred to as the "SAGE Proposal, 1976") submitted by UCEA to the Bureau of Education for the Handicapped, Division of Personnel Preparation, on November 10, 1976.

understanding for implementing court decisions and legislative enactments; they will also need to help achieve specific instructional, managerial, and organizational innovations which are supportive of more general change. Their leverage for impact is double-edged: they can effectively facilitate change or they can create barriers to it. A major assumption underlying the SAGE Project is that if the dual system of general and special education is to be changed and if handicapped individuals are to have appropriate educational rights and opportunities, general and special education administrators in school systems will need to achieve greater integration and coordination of effort.

What strategy is most appropriate for making general and special education leadership more effective? Clearly, well designed staff development opportunities for administrators is one viable approach. In today's world, the adequacy of leadership in all educational institutions is increasingly related to the adequacy of learning opportunities available to them and their capacities to effectively use these opportunities. Even though many barriers stand in the way of improved education for the handicapped which cannot be solved through the acquisition by leaders of new learnings only, without such learnings on the part of the general and special education administrators, change in the status quo will likely not be achieved. Put differently, the implementation of court decisions, state mandates and the new law 94-142 will require sound plans which are understood and accepted. Staff development opportunities to acquire the skills, concepts, and knowledge needed to develop and implement plans will be key requirements.

The SAGE Project is intended to address this urgent need by creating and activating a unique national linking agency which, over the next three years, will be devoted to attaining the goal of:

Providing staff development innovations for integrating special and general education administration toward the end of improving education for the handicapped.

The objectives and activities related to this goal are:

OBJECTIVE I: To design, implement and evaluate a series of staff development experiences for integrating general and special education administrators.

Activity 1: Designing and evaluating a series of school district-based staff development experiences for administrators within the participating school systems.

Activity 2: Promoting staff development through personnel exchange arrangements between and among universities, school systems and state education agencies.

Activity 3:^{*} Designing and implementing regionally based staff development experiences involving general and special education leaders from different school systems, state education agencies and universities.

OBJECTIVE II: To develop and test materials and systems for improving staff development experiences for general and special education administrators.

Activity 1:^{**} Assembling from already developed training materials modules for staff development purposes.

Activity 2:^{**} Developing new training materials to meet needs not being met through existing materials. 13

*This activity was dropped by the Year-Two Continuation Proposal

**These activities were deleted at the behest of the funding agent.

Activity 3: Developing more effective ways of acquiring and using assessment data related to staff development.

Activity 4: Developing a national information and resource system to support staff development.

OBJECTIVE III: To extend the use of tested products and processes to school systems, state education agencies and universities beyond those directly involved in the project.

Activity 1: Bringing directly into the partnership project additional state educational agencies, school systems, and universities.

Activity 2: Offering selected services to school districts beyond the partnership.

Activity 3: Expanding the project's network exchange to individuals and agencies beyond the partnership.

As stated, the goal and objectives of the project will be pursued through a specially created structure called a partnership. Initially, the units participating in this partnership will be:

1. Twenty-two universities of higher education recognized as among those having the most outstanding programs in the nation for preparing special education administrators.
2. Six major school systems (Dade County, Florida; Mesa, Arizona; Milwaukee, Wisconsin; Nashville, Tennessee; Tacoma, Washington; and Wake County, North Carolina).
3. One state education agency (North Carolina).
4. An external facilitating and linking agency directly associated with the UCEA Central Office (called hereafter the SAGE Central Staff).

II. Specific Activities

A. Specific Activities of Year One and Two and Evaluator's Recommendations for Year Three

This section reviews year one and two activities and the late Dr. William Davis' recommendations for the third year of the SAGE project. The activity descriptions and recommendations are abstracted from the 1977-1978 Evaluation Report.

Activities Overview

Objective #1: To design, implement and evaluate a series of staff development experiences for integrating general and special education administrators.

Activity #1: Designing and evaluating a series of school district based staff development experiences for administrators within the participating school systems.

1. Summary of Year-One Activities

Year-one began with the administration of a needs assessment survey in preparation for the staff-development activities. In all 379 responses were returned representing relevant target populations from all but one of the participating SAGE units (one school system was omitted from this process since it had just completed a similar activity on its own initiative).

Staff development programs were held in each of the participating districts during Year-One. These programs are summarized in Table 1. Across the board, over 700 general and special education professionals attended 3 to 6 day staff development programs, a number greatly in excess of the projected figure of 150 individuals. The participants generally exhibited a strong positive endorsement of the value of the programs--in fact, over 90% stated they would recommend the Year-One

Table 1: Summary of Year-One Inservice Activities

	<u>Nashville, Tenn.</u>	<u>Mesa, Arizona</u>	<u>Wake City, N.C.</u>
<u>Representative Objectives</u>	1) to become acquainted with requirements and opportunities associated with P.L. 94-142; 2) to clarify and examine roles and functions of Metro personnel in relation to service delivery; 3) to generate specific recommendations re exceptional education service delivery.	1) to increase staff awareness of staffing procedures and foster a climate of cooperation; 2) to facilitate understanding of and the development of skills related to the writing of IEP's; 3) to identify various least restrictive programs/alternatives for students with exceptional education needs.	1) to familiarize participants with the key elements of the IEP and their role in the IEP process; 2) to explain the specific provisions of 94-142 that relates to the IEP; 3) to familiarize participants with the actual process of developing an IEP.
<u>Primary Instructional Method</u>	1) small group discussion panel presentations	Small group discussion	Simulation
<u>Participants</u>	No. Sp.Ed.Admin.: 9-12 Gen. Ed. Admin.: 36	No. Sp.Ed.Admin: 43 No. of Gen.Ed.Admin: 33	No. Sp.Ed.Admin.: 8 No. Gen.Ed.Admin.: 103 No. Teachers: 79
<u>Duration</u>	4 days, 6 hrs. a day	6 days, 7 hrs. a day	3 days, 8 hrs. a day*
<u>Program Site</u>	Local Motor Inn; Retreat facility	Local convention facilities; district board room	School system Professional Library

*Each participant involved for 8 hours.

Table 1: continued

Dade County, Florida	Tacoma, Washington	Milwaukee, Wisconsin
1) to acquaint administrators with some issues which impact their leadership of programs for exceptional students, 2) to encourage the development of positive attitudes toward the delivery of services to exceptional students, 3) to encourage open communication between general and special education staffs.	1) to review and discuss district policies regarding delivery of services to exceptional students; 2) to review the impact of recent state and federal legislation on service delivery, 3) to develop an effective plan for future staff development activities.	1) to familiarize participants with the various components of the IEP process including the writing of specific goals and objectives; 2) to provide learning experiences for the participants in how to be workshop trainers; 3) to facilitate communication among special and general education administrative staffs.
Lecture/Total Group discussion/small group discussion/films	Lecture/Total group discussion/case-study-simulations	Lecture/Total group with small group discussions and simulations
No. Sp.Ed. Admin.: 55 No. Gen. Ed. Admin: 235	No. Sp. Ed. Admin.: 12 No. Gen. Ed. Admin.: 65	No. Sp Ed. Admin: 35 No. Gen. Ed Admin: 70 No. Principals: 14 No. Parents: 10
2 days, 3 hrs. a day*	3 sessions, 1½ days a session	4 days, 8 hours a day
School building	Local retreat facility	University facilities

*Each participant involved for 6 hours.

inservice programs to others in their district at the same position level.

The districts employed different strategies in their approach to inservice: for example, some concentrated their efforts on a small and select group of professionals while others directed their efforts toward a broad representation of all professionals in the system. Although each district independently selected the focus of their Year-One staff development program, issues centering on producing Individual Educational Plans (IEP's) emerged as an almost unifying trend across the districts. Few problems were seen as affecting this major programmatic thrust of the SAGE Project in the first year of its existence.

2. Summary of Year-Two Activities

During Year-Two, SAGE staff development programs were offered in each participating unit* and involved over 900 professionals. In general, the participating units continued to follow the strategies they had formulated for themselves in Year-One. As a consequence the staff development activities--which are described at length on the following color-coded pages--differed considerably across units.

Broadly speaking, expansion over Year-One took place in one of two ways: either by offering Year-One programs to a wider clientele or offering programs on different topics to Year-One participants. As a general trend, however, Year-Two staff development experiences were offered to a fuller spectrum of school system personnel than was the case in Year-One. While building principals remained the prime

*With the exception of Wake County which had, as discussed in Year Two Evaluation Report, 1977-1978, withdrawn from the SAGE Project altogether.

target audience, Year-Two activities involved considerably larger numbers of psychologists, counselors, teachers, special education directors, and, especially assistant principals.

Individualized Educational Plans and P.L. 94-142 continued to be the primary foci of the programs. As opposed to Year-One, however, extra effort was now made to deal with these issues on a more system-specific level.

Each unit evaluated its staff development offerings, some through use of the questionnaire devised by the SAGE Evaluation Committee. These evaluations, which were uniformly encouraging are recorded as in the Year Two Evaluation Report, 1977-1978.

As a major segment of the summative evaluation scheme, the SAGE Evaluation Committee had constructed a questionnaire dealing with the roles and responsibilities of school system personnel for the delivery of educational services to exceptional youngsters. The potential of this instrument as a needs assessment device was recognized by the SAGE Advisory Committee. Consequently, participating units were notified of this possible usage and encouraged to distribute the instrument throughout the system. Four units--Mesa, Nashville, Dade County, and Tacoma--availed themselves of this service. In all, over 200 responses were gathered and analyzed separately by unit. Reports of the survey are recorded in the 1977-1978 Evaluation Report. As of the end of Year-Two, each of the four systems had scheduled meetings to discuss the findings of the survey and consider their implications for Year-Three staff development experiences.

Comments and Recommendations

Without denigrating the truly substantial accomplishments of the district-based staff development efforts nor the role that the SAGE Project has played in auguring this success, the staff development activities have not yet fully attained the goals set for them in the "grand scheme of things". Specifically, the staff development activities were envisioned as serving two purposes. First and foremost, they were seen as delivering needed learnings to school personnel. But secondly they were seen as providing a vehicle for sharing knowledge across SAGE units--that is, for binding the partnership into a functioning network. It is with respect to this latter mission that the staff development activities have fallen short of expectations. Simply put, the district-based staff development programs have been exclusively district based--professionals outside the school system have not attended the sessions. Moreover, the content and process of the programs have not been generally disseminated throughout the SAGE network. The limited communication among school systems is all the more unsettling in light of the topical similarity of the inservice programs, especially when a federal law has often been a prime foci of so many programs. And, finally, the ethnocentrism of the staff development experiences has served to severely limit the very reasonable involvement of other major classes of the SAGE constituency, namely, university professors and state department personnel.

Specific Recommendations

- a. The partnership units should continue their excellent performance in providing staff development experiences. However, they should give concerted effort (1) to link to other SAGE school systems and

- (2) to encourage the more active and widespread involvement of professors of SAGE-related institutions of higher learning and to state department personnel.
- b. The SAGE Central Staff should support the linking efforts of the staff development specialists by promoting "personnel exchanges" with the explicit purpose of attending or assisting in the development of the inservice programs.
 - c. All available dissemination vehicles should be used to publicize the availability of these "exchanges". Special effort should be devoted to encouraging the participation of professors and state department personnel.

Activities Overview

Objective #1 To design, implement: evaluate a series of staff development experiences for integrating general and special education administrators.

Activity #2 Promoting staff development through personnel exchange arrangements between and among universities, school systems and state education agencies.

1. Summary of Year-One Activities

To briefly reiterate, the 1976 SAGE Proposal projected a number of personnel exchange arrangements which differed in terms of focus and length, but all involved essentially two parties. The SAGE Task Force on Personnel Exchange subsequently proposed a much more ambitious undertaking requiring substantially more coordination, planning and personnel commitment. This plan was accepted, with some trepidation, by the SAGE Advisory Council.

The first phase of the Task Force's plan for personnel exchange required each participating unit to identify those internal factors

and/or practices which would make them of particular interest to outside teams of professionals. Although several of the units quickly complied, other units appeared to be either too close to their own situations or unclear regarding the expectations and did not respond. After dealing with considerable frustration, the SAGE Project Coordinator interpreted the lack of response as a lack of commitment to the newly structured exchange plan. Following consultation with other professionals in the SAGE units, and armed with the recommendations of the Year-One evaluation, the Project Coordinator asked the SAGE Advisory Committee to reconsider its position on personnel exchange at their August, 1977 meeting in St. Louis. Since the implementation of the more complex plan was slow in realization and goal attainment was consequently being retarded, the Advisory Committee, while reaffirming the Task Force's plan in principle, decided to return to the less ambitious plan recorded in the 1976 SAGE Proposal.

2. Summary of Year-Two Activities

Following this decision, four personnel exchanges were accomplished during Year-Two. The exchange included all three types advanced in the 1976 SAGE Proposal: (a) school system - university exchange; (b) school system - school system exchange; and (c) SAGE Project Associate appointments. With the exception of the latter, these exchanges were all of limited duration. In addition to these explicit exchange arrangements, several meetings sponsored by the SAGE Project were also conducted during Year-Two; for all intents and purposes, these meetings constituted yet another form of exchange.

Comments and Recommendations

The decision made in Year-One to focus on long-term, highly coordinated exchanges has had and continues to have a serious impact on the SAGE exchange program. Although this structure was rejected early in Year-Two, the supporting mechanism for the exchange program--that is, a functioning task force aimed at defining and publicizing the exchange network--was not reconvened. As such, the entire burden of the program fell principally on the SAGE Coordinator as but one among many of his responsibilities. In the writer's opinion, the aftermath of this event was the casting of the exchange program as a rather ad hoc affair. Put differently, the functioning guidelines of the reconstructed exchange program were never fully articulated and the availability of the program was less than adequately publicized. Although the SAGE Coordinator frequently requested participation in the exchange program, he became its only advocate. If the exchange program is to become the dynamic vehicle projected by the 1976 SAGE Proposal, a structure must be created beyond the workings of a single individual to define its parameters and publicize its availability.

This event is seen all the more necessary in light of the outstanding success of the completed exchange arrangements. As was earlier reviewed, the Year-Two exchanges were clear factors in occasioning substantive changes within several of the SAGE units. Without exception, the exchanged professionals viewed their experience with extreme favor. Moreover, the most proclaimed weakness of the program identified by the participants harks back to the lack of a fully

articulated understanding of the "rules and regulations" governing the exchange arrangement. Clearly, more up-front planning was called for--and this can only be facilitated by the reconstruction of a body of scholars to oversee the exchange program.

Specific Recommendations

- a. The SAGE Advisory Committee should reconvene the Task Force for Personal Exchange. This body should be charged with:
 - 1) Clearly defining the parameters of SAGE exchange arrangements;
 - 2) Devising a plan for publicizing the availability of the exchange program;
- and 3) Actively coordinating the exchange program.
- b. The SAGE Central Staff should take under advisement the recommendation that certain of the projected personnel exchanges be aimed at broadening the involvement of the SAGE staff development programs to include professionals outside the local school system.

Even though there were no funds for convening an advisory committee for the purpose of overseeing an exchange program, the exchange component became an integral and expanding dimension during the third year of the SAGE project. This will be described in some detail in the Year Three section below.

Activities Overview

Objective #2 To develop and test materials and systems for improving staff development experiences for general and special education administrators.

A. Activities #1 and #2

Activity #1 Assembling from already developed training materials modules for staff development purposes.

Activity #2 Developing new training materials to meet needs not being met through existing materials.

1. Summary of Year One Activities

In Year-One the Committee for Assembling Training Materials was created, convened, and made three decisions. First, Donroy Hafner at Austin, Texas was to develop a set of new training materials to assist districts in assessing their service-delivery needs relative to exceptional children. Second, Richard Podemski at the University of Arkansas was to modify the already existing Special Education Administrator Simulation; and third, Carolyn Raymond, in Mesa, Arizona, was to develop a series of new training modules relating to the functioning of group processes. Of these, only Dr. Raymond completed her activity in Year-One.

2. Summary of Year Two Activities

Dr. Raymond's materials (six training modules) were reviewed by the SAGE Central Staff and found to be of high quality but too district - specific for immediate processing. At the same time, the SAGE Project Director determined that the production of materials, Dr. Raymond's included, should be coordinated and undertaken by a special task force convened for this purpose. Consequently, the Project Director contacted and met individually with members of the departments of Special Education, Educational Administration, Special Education Administration, and Photography at Ohio State University, Northern Illinois University, and the University of Wisconsin-Madison. This task force was still in the formative stage when funding for these activities was withdrawn and work was halted.

Recommendations

If at all feasible, the SAGE Project should continue the developmental production of the district-based staff development training materials. Of course, federal funding cannot be used for this purpose and, therefore, other resources must be sought. Within this light, it is clear that the comprehensiveness, integration, and quality of the productions must be compromised. However, the failure to at least partially capitalize on the outstanding contributions already made would be a loss to the field of education and the mission of the SAGE Project. At the very least, the already available materials should be disseminated throughout the SAGE network even if this calls for issuing a plea to the participating units to reproduce some small number of copies of their materials.

Activity Overview

Activity #3: Developing more effective ways of acquiring and using assessment data related to staff development.

1. Summary of Year One Activities

In summary, two instruments were developed in Year-One. The first, a needs assessment instrument entitled "Special Education Training Needs of Administrators," was implemented throughout the SAGE network and resulted in the creation of computerized profiles of the training needs of each of the participating partnership units. The second instrument, which was not implemented in Year-One, was designed to identify the perceived roles and responsibilities of school-district professionals regarding the delivery of services to exceptional children. This questionnaire, which integrates components of both an evaluation and a needs assessment instrument identified points of confusion or conflict in

relation to the allocation of tasks to roles within the special education service delivery system.

2. Summary of Year Two Activities

The role-task inventory questionnaire was made available for use by SAGE participating units. Four districts --Mesa, Tacoma, Dade County, and Nashville--availed themselves of this opportunity. The collection of the needs assessment data was coordinated by the Dr. Norman Ellis; the data was analyzed by Dr. William J. Davis and Mr. Brent Wholeben. Four reports, one for each participating district, were written and disseminated (see Appendix A). At the time of this writing, each participating district had scheduled a meeting to discuss the implications of the survey findings for future staff development activities.

The North Carolina State Education Agency modified the "Special Education Training Needs of Administrators" questionnaire for use on the state level. This instrument was distributed throughout North Carolina and served as a focal point for the SEA's Year-Two staff development activities.

Recommendations

The district-based staff development specialists should be systematically polled to solicit their suggestions for improving the "Special Education Training Needs of Administrators" questionnaire. At the same time, the recommendations of these professionals should be gathered with respect to the format in which the results should be transmitted back to survey participants.

Several of the field-based SAGE coordinators felt along with the project coordinator, that this instrument has served a useful purpose for the first two years. The third year of this project focused on

gathering data of a different nature that could be used in further refining the individual site staff development projects. An anthropological approach was initiated and used in several sites. This is described in more detail in the Year Three section below.

Activity Overview

Activity #4 Developing a national information and resource system to support staff development.

1. Summary of Year-One Activities

The 1976 SAGE Proposal included the development of a national SAGE information and resource system comprised of eight different elements relating to staff development. During year one, the "SAGE Human Resource Network" document was compiled which cross-lists professionals by the level of their "expertise" and topical area. Later in year-one, Dr. James Yates (University of Texas, Austin) was identified by the SAGE Central Staff as an individual especially skilled and interested in the creation of the SAGE information and resource system. The resource system had two major goals: (1) to acquire, order and make available an information system for advancing the training of general and special education administrators in integrative ways; and (2) to develop an information system which might suggest developmental activities supportive of integrative training for the general and special education administrator. These goals were to be accomplished through four interrelated components: (a) a human resource data bank; (b) a classification and description of available training materials and methods; (c) the identification of lighthouse practices; and (d) the development of a comprehensive bibliography in selected areas.

2. Summary of Year Two Activities

Under the coordination of Dr. Yates, three of the four above-mentioned activities were completed during Year-Two. Using the reputational approach, twenty-seven individuals were identified nationwide who were then classified according to their area(s) of expertise in a number of specific areas which emerged from the needs assessment conducted by Dr. William J. Davis (University of Wisconsin, Madison) and Dr. Len Burello (University of Indiana, Bloomington). The areas included: (a) individualized educational programming, (b) mainstreaming; (c) evaluating special educational programs; (d) program cost effectiveness; (e) research related to service delivery; (f) assistance to general education administrators; (g) roles and responsibilities at the building level; and (h) the adaptation of facilities to eliminate architectural barriers. Thus, the Human Resource File was comprised of these twenty-seven identified individuals and was completed in Year-Two.

The areas used to key the Human Resource File were also used to structure the compilation of a bibliography which was a second major goal of this activity. Drs. Yates and Burello completed this task; the bibliography now awaits dissemination and refinement.

The identification of exemplary practices within districts in the SAGE partnership was accomplished in Year-Two by SAGE Project Associate Dr. Robert Henderson. A more detailed account of this activity can be found under Objective 1, Activity 2 of this report. The results of Dr. Henderson's appraisal were partially publicized in "SAGE Notes" (see Appendix B).

The only component which remains incomplete at the end of Year-Two is the description and classification of training materials and methods. Dr. Donald Robson (Purdue University) is currently directing this effort.

Comments and Recommendations

The work of Dr. Yates and the other members of his task force has proceeded smoothly and productively. The activity seems well in hand and the only concern which might bear mentioning revolves around ensuring that these early products not be viewed as finished products.

a. The Human Resource File and bibliography should be disseminated to a larger but select audience who should be encouraged to criticize, modify, and/or expand their contents.

b. The report of exemplary practices as identified by Dr. Henderson should be packaged and:

1. returned to their sponsors for their editing and expansion;
2. disseminated to a select panel of professionals who are charged with writing written "reactions" to the exemplary practices, perhaps with the explicit intent of integrating the practices, extending the practices by their implications, and/or isolating the primary factors which augur the practices as exemplary;
3. disseminated to a broader clientele to serve as models for their consideration in nominating other exemplary practices which may later be documented.

Activity Overview

Objective #3 To extend the use of tested products and processes to school systems, state education agencies, and universities beyond those directly involved in the project.

Activity #3 Expanding the project's information network exchange to individual's and agencies beyond the partnership.

1. Summary of Year-One Activities

During 1976-77 the first issue of the newsletter "SAGE Notes", was published and distributed to approximately 400 individuals throughout the SAGE participating units, to select national educational leaders, and to all members of the National Staff Development Council.

The co-editors, Daniel Sage and William Greenfield, both of Syracuse University, in consultation with the SAGE Advisory Committee appointed a thirteen member editorial board. It was decided to publish and distribute four issues of "SAGE Notes" each annum.

The dual purpose ascribed to "SAGE Notes" is to keep readers abreast of developments within the SAGE Project and to present articles pertinent to the broad topics of special education and staff development.

2. Summary of Year Two Activities

During the second year of the SAGE project, four issues of "SAGE Notes" were published and distributed. The number of copies distributed increased during Year-Two by approximately 100, due to the expanding membership in the SAGE partnership and to the inclusion of other interested persons such as those working in mental health institutions.

The major focus of each of the issues of "SAGE Notes" was as follows:

July 1977: Improvement of Staff Development for Special and General Education Administrators

January 1978: Overview of SAGE-related Activities including the SAGE Metropolitan Conferences

March 1978: In-service Training of Principals and Parents and the SAGE Associate (Staff Development Exchange Arrangements)

July 1978: The Boston Project

In addition, these issues of the newsletter presented information pertaining to the SAGE partnership, to the exemplary practices identified through the SAGE exchanges, and to the general structure and purposes of the University Council for Educational Administration (UCEA).

Recommendations

- a. The "SAGE Notes" newsletter should maintain its current style and content. It should continue as a quarterly publication.
- b. The SAGE Central Staff and the editors of "SAGE Notes" should review and clarify the allocation of responsibilities for producing the newsletter. Special attention should be given at this time to formulating a more active role in the publication process for the members of the editorial board.
- c. The SAGE Central Staff and the editors of "SAGE Notes" should formulate and implement a strategy for systematically obtaining submissions to the newsletter. (While further publicity regarding the need for submissions is certainly in order, quite probably the strategy will need to be more proactive in nature. Quite possibly, the members of the editorial board could play an integral part in the solicitation of manuscripts and news notes.)

Conclusion of the First Two Years and Developmental Basis for the Third Year

In all directly visible areas, the SAGE Project is meeting or exceeding its contractual obligations. In particular, the district-based staff development efforts--truly the heart of the SAGE Project--have succeeded

beyond all reasonable expectations. The inservice programs have reached incredibly huge numbers of professionals who have displayed remarkably strong sentiments about the quality and usefulness of these offerings. While, then, these and other SAGE activities deserve a full-round of applause and should not be under-estimated, one must be concerned over two less visible facets of the SAGE Project.

First, the decision by the funding agent to withdraw support for the development of materials seems calamitous in light of the expressed purpose in Year-Three of bringing learnings to systems outside the original partnership. Clearly, the instructional materials which were to be developed in Years One and Two were intended to be a primary vehicle to accomplish the expansion efforts. Moreover, this decision greatly depletes the legacy which the SAGE Project could have left the field of education. It is strongly recommended that the funding agency review this decision and, in its deliberations, focus attention on the several products already partially developed and used in the district-based inservice programs.

The second issue of concern, and one of perhaps substantial merit for intellectual debate, is the functioning of the partnership as a partnership. The fragility of the structure of the SAGE Project has been alluded to several times in this report. In brief, and with several notable exceptions, it seems that those activities that are parcelled out to somewhat self-contained units are effectively accomplished while those that call for wider collaboration proceed slowly. Given the proclaimed---and, in the writer's opinion, sincere--enthusiasm for the SAGE Project displayed throughout all levels of the partnership, one must look beyond

self-serving behavior as an explanation for this occurrence. One possible explanation lies in the structure itself. Partially by design and partially by default, the primary burden for initiating and nurturing collaborative efforts has fallen to the SAGE Central Staff, particularly to the SAGE Coordinator. Several factors are seen as contributing to this centralizing tendency. First, the SAGE Advisory Committee and Executive Committee, by design, met only twice per year which does not seem frequent enough to make more than broad policy decisions. Second, these councils were composed primarily of top-level administrators who try-as-they-might are not in a position to devote massive expenditures of time on the SAGE Project. Moreover, since only broad policy decisions were made in their deliberations these individuals could only transmit general guidelines to their subordinates. Third, for the most part, the working committees established early in the project were not designated, or at least were not fully perceived, as standing committees with great authority. Rather, these committees interpreted their charges as either setting broad policy (and defaulting clarification and implementation to the SAGE Central Staff) or completing the task within the confines of their own group. All these factors resulted in an unrealistic workload for the Central Staff and the decomposition of the partnership into isolated projects connected to each other only through the Central Staff. In turn, this state of affairs led to its own further crystallization: with the need to keep apace with the schedule of activities, the Central Staff turned more and more to allocating structure of the partnership can best be visualized as a wheel revolving around the hub of the Central Staff but, to large extent, without a rim.

Whether this structure is beneficial or detrimental depends upon the

goals one emphasizes. Clearly, the structure has been highly successful and responsive to producing products and undertaking activities. However, the structure does not seem greatly efficacious in promoting sharing or linking across units. If the agenda of undertakings was not so broad as is the case in the SAGE Project, this form of structure may be able to satisfy even linking goals--but, in the opinion of the author and with respect to the agenda of the SAGE Project, it is not. It is therefore recommended that the SAGE Project (or, more accurately, future projects of its sort) move toward decentralization of authority. Major clusters of activity should be delegated to standing committees composed of both high and working-level professionals who are directly charged with recommending policy for the activities and, upon confirmation of these policies by a governing board, be further charged with coordinating their implementation. Each standing committee should be represented on the governing board and each committee should be given some control over its own budget. An intermediate structure within the super-structure would then be composed of all standing committee members located within a participating unit. These unit-wide committees should be required to meet and coordinate all SAGE activities within their unit for the presumed effect of communicating breadth of knowledge about the SAGE Project and providing a less fragile linkage between the unit and the SAGE Project.

In conclusion, the many extremely positive aspects of the SAGE Project should be re-emphasized and the latter-mentioned concern put in its proper perspective. In this regard, it should not be forgotten that the SAGE Project is but two years old. The list of accomplishments achieved in this duration is staggering, not the least of which is the creation

of a structure which has enabled these accomplishments to flower. From this perspective, the concern over structure should be heeded as a suggestion for future action rather than a criticism of prior performance.

B. Year Three Activities

Since the third year of the SAGE project was coordinated by a different person than the first two years, the initial direction of the project was highly influenced by the recommendations found in the Year Two Evaluation Report. This section will discuss the accomplishments of the third year by focusing on the activities undertaken in response to the recommendations.

1. Activities Based Upon Recommendations for Objective One

The following recommendations were addressed by SAGE personnel participating in the UCEA cyclical planning meetings and by promoting the exchange component:

- a. The partnership units should continue their excellent performance in providing staff development experiences. However, they should give concerted effort (1) to link to other SAGE school systems and (2) to encourage the more active and widespread involvement of professors of SAGE-related institutions of higher learning and to state department personnel.
- b. The SAGE Central Staff should support the linking efforts of the staff development specialists by promoting "personnel

exchanges" with the explicit purpose of attending or assisting in the development of the inservice programs.

- c. All available dissemination vehicles should be used to publicize the availability of these "exchanges." Special effort should be devoted to encouraging the participation of professors and state department personnel.
- d. The SAGE Advisory Committee should reconvene the Task Force for Personal Exchange.* This body (person) should be charged with:
 - 1) Clearly defining the parameters of SAGE exchange arrangements;
 - 2) Devising a plan for publicizing the availability of the exchange program; and
 - 3) Actively coordinating the exchange program.
- e. The SAGE Central Staff should take under advisement the recommendation that certain of the projected personnel exchanges be aimed at broadening the involvement of the SAGE staff development programs to include professionals outside the local school system.

1. Sage Participation in UCEA Planning Meetings

Cyclical planning is part of UCEA's organizational efforts to arrive at goals, objectives and activities. Every five years regional meetings are held throughout the United States to review and plan for a five-year period. UCEA sponsored nine regional planning meetings during the fall of 1978. At each of these meetings a field-based SAGE coordinator presented an overview of the SAGE project and highlighted the project's achievements

(*The funds for this activity were deleted, consequently, the project coordinator assumed this responsibility and carried out the following recommendations.)

and coming events. (Some of the highlights are presented in SAGE Notes Vol. 3, No. 1, Spring 1979, see Appendix III.) The SAGE presenters spoke to audiences composed of university professors and representatives from the original SAGE partnership schools and the twenty-five new partnership schools (See Appendix IV for names of presenters and participating universities and education agencies.) The professors and incoming LEA representatives had ample opportunity to meet SAGE project members and to become involved in the SAGE project.

This was the beginning of several exchanges and active participation by persons other than the original SAGE participants in the third year of the project. From this effort, as well as others described below, exchanges resulted among representatives from the original and incoming LEAs, university professors and state department personnel.

2. Promoting the Exchange Component

In addition to having SAGE presentations as part of the UCEA Regional Planning meetings, several memos (See Appendix V) were sent to professors and LEA representatives explaining the SAGE project, services and opportunities for exchange. These memos and the SAGE presentations set in motion many exchanges that aided in a sharing of staff development learnings and in building the partnership into a functioning network. Several of these exchanges and personnel involved are listed below (some examples of correspondence relative to the exchange component of the SAGE Project are included in Appendix VI).

1. December, 1978--Dr. Phyllis Shutt Administrative Inservice Coordinator of Metropolitan Public Schools in Nashville, Tennessee, attended the Dade County SAGE workshop at Duck Key, Florida.

This workshop focused on ways in which entire professional staffs can work together in implementing P.L. 94-142. Dr. Shutt has worked with this goal in mind for some time in Nashville, Tennessee. The exchange of ideas and information among Nashville and Dade County personnel provided impetus for several collaborative type of activities that took place in the Metropolitan Public Schools during the 1979 school year. (See below May activity for Nashville.)

2. December, 1978--Dr. Nancy Kaye, Department of Exceptional Education Administration, University of Wisconsin, exchanged information and discussed the following during her visit with Dr. Henry Bertness of Tacoma, Washington:

- Tacoma model of progressive inclusion in relationship to the least restrictive environment; how Tacoma schools evaluate effectiveness, what forces facilitate progressive inclusion, hinder such involvement, etc.;
- Administrative and organizational issues that affect the schools progress toward attaining their goals for handicapped children;
- An assessment of the professional development activities as they affect the special education and general education partnership.

3. February, 1979--Tacoma gave a demonstration workshop for principals and exceptional education administrators. Exchange personnel involved in this workshop were Mr. George Riley, principal, and Dr. Peter Sepez, head of Psychological Services, both from an incoming LEA, Huntington, New York;

Mr. Dennis Hoffman and Dr. Eleanor Levine, both Exceptional Education Administrators from Dade County, Florida; and Dr. William Malloy, Assistant Superintendent, from Milwaukee, Wisconsin.

During this 2-day workshop the following activities were accomplished:

- a. Review of progressive inclusion/load $\rightleftharpoons$ deload as district procedures which predated the current state and federal laws while complying in advance with most of the provisions of those laws.
- b. Examination of the demands and implementation of least restrictive environment.
- c. Involvement with the IEP (Individual Educational Program) and examination of many current illustrations of the IEP.
- d. Examination of present practices of parental involvement and comparing practices with the demands of both state and federal law.
- e. Review of a multi-disciplinary/interdependent stance regarding the diagnosing, programming and evaluating of the status and future of handicapped children as well as all children. This open-ended stance suggested, even demanded, that while we do assess the handicapped child we never conclude.

In addition to these activities, the representatives from New York, Florida, and Wisconsin explained their programs. Problems were brought out and discussed.

4. March, 1979—Richard Weatherman (University of Minnesota), SAGE project associate, participated in a SAGE planning session at

Metropolitan Public Schools, Nashville, Tennessee.

This planning session involved Exceptional and General Educational Administrators, guidance and student services personnel in planning a school-based resource team inservice session that was held May, 1979.

5. March 1979--Mr. William Davies, Director, Pupil Services and Special Education and Mr. Kenneth Harris, Principal, both from Salt Lake City Schools, an incoming school system to the UCEA partnership, participated in a Tacoma workshop under the direction of Dr. Henry Bertness. From their participation resulted a workshop in Salt Lake City, June 5 and 6, addressing inservice needs for principals in the Salt Lake City School District. The theme for this workshop was Normalizing for Handicapped Students (Correspondence relating to this workshop is found in Appendix V).

6. March 1979--The SAGE Conference planning session in Miami, Florida involved UCEA Central Staff (Ellen Herda and Walt Panko); Dr. Daniel Sage, Syracuse University; Dr. Phyllis Shutt, Nashville Public Schools; Dr. William Malloy, Milwaukee Public Schools; Dr. Robert Moore, Chairperson, Division of Exceptional Education, University of Miami. The information and ideas exchanged provided a working basis for the planning and development of the SAGE Conference held in Cincinnati, July, 1979. This conference is described in detail below.

7. April, 1979--Mr. Robert R. Carson, Executive Director of Instructional Support Services of Toledo, Ohio (a new LEA in the UCEA partnership) and Dr. Samuel Price, Professor of Educational Administration and Foundations and Specialized Education Development, of Illinois State University at Normal, Illinois, participated in a Tacoma, Washington workshop. Mr. Carson's follow-up plans for further

developing Exceptional Education programs in Toledo can be noted in his letter found in Appendix VI. Dr. Price's report, including his impressions and recommendations on the Tacoma workshop, can also be found in this appendix.

8. April, 1979--Dr. William Malloy, Assistant Superintendent of the Milwaukee Public Schools, was the keynote speaker at a Syracuse University Colloquium for general and exceptional educational administration faculty and graduate students. Malloy addressed several issues (i.e., racial desegregation, declining enrollments, finance) related to the problems of implementing P.L. 94-142.

9. April, 1979--Dr. Wylamerle G. Marshall, SAGE Project Associate, and Executive Director of Exceptional Education Services in Dade County, Florida, spoke to the faculty and students in the Division of Special Education and the School of Education. The focus of the presentation was concerns faced by practitioners in local education agencies.

10. May, 1979--The SAGE evaluator, Dr. Roberta Felker (University of Wisconsin), and a visiting anthropologist, Dr. Carol Mortland (University of Oregon) participated in the spring Nashville SAGE workshop.

This workshop reflected the planning session (item 4 above) and focused on developing plans for school-based resource teams. The conference participants were representatives from the district, area and school levels who would be actively working as part of the resource teams during 1979 and beyond. Assistant Superintendents, Exceptional Education personnel, teachers and support services personnel collectively worked on plans.

11. May, 1979--The Milwaukee Public Schools sponsored a SAGE Middle School training conference for principals who will be part of the middle

school component of the district beginning in 1980. Ms. Glenda Adams, Regional Coordinator, Division of Exceptional Children of the State of North Carolina and Ms. Grace Drain of the Department of Public Instruction, State of North Carolina participated and responded to the Milwaukee conference. Their responses are found in Appendix VI.

Mr. Ronald R. Stearns, Program Coordinator of Exceptional Education Programs of Orange County Public Schools, Orlando, Florida, also participated in the Milwaukee conference. Orange County Public Schools is a new incoming LEA to the UCEA School System Partnership.

12. May, 1979--Dr. Robert Moore, Chairperson, Division of Exceptional Children, was the keynote speaker at the Milwaukee Middle School Training Conference. Following are some of the highlights emerging from the interaction of the speaker and the audience:

- a. Importance in principals' and teachers' awareness that handicapped children are more like their peers than unlike.
- b. Emphasis of Middle School should be on career awareness needs.
- c. Identification of exceptionality does not have anything to do with focusing on needs of students.
- d. Across categories of exceptionalities, students are more alike than different.
- e. There is an existing need for a comprehensive assessment of programs.
- f. Focusing on differences in programs result in fragmentation of services--EMH, EH, etc. Regular and special education have been doing things separately--no communication between programs to allow for what could be more appropriate and comprehensive services.

g. Articulation with elementary and secondary teachers is most vital in the transitional stages of the middle school program.

h. Major problems with classroom teachers are attitudinal change, commitment and classroom management.

i. Definite need for collaborative services with pre-service and inservice education.

13. June, 1979--Mr. Lowell Harris, Assistant Director of Policy and Personnel Development, Division of Exceptional Children, and Mr. W. L. Rose, Assistant Director, Administrative Services, Division of Exceptional Education, both of the State Department of North Carolina, observed the Mesa Local Education Agency and the State Department of Education of Arizona. These visits produced reactions and comments as found in their correspondence in Appendix VI.

14. October, 1979--Dr. Charles Rudiger, Superintendent of Huntington, New York, designed and implemented a seminar on the Integration of Special and General Education for the district administrators. Rudiger's participation in the SAGE Conference (July, 1979, in Cincinnati) laid the groundwork for this seminar. Dr. William Malloy, Assistant Superintendent, Milwaukee, Wisconsin, the keynote speaker, presented a paper The Move From Tolerance to Advocacy. This paper stemmed out of Malloy's working-paper prepared for the SAGE Conference held in Cincinnati, July, 1979.

The networking component of the SAGE project found a responsive group of individuals at the Collaborative Leadership Conference sponsored by the SAGE project. Several of the follow-up activities (See Appendix I) include human and material resources discovered during this conference.

2. Activities Based Upon Recommendations for Objectives Two and Three

The following recommendations for the Year Two Evaluation Report were addressed by the materials exchange; the acquisition and use of on-site observations and evaluations; further development of programs; the national information and resource system to support staff development; and the information network:

a. the SAGE project should continue the developmental production of the district-based staff development training materials. Of course, federal funding cannot be used for this purpose and, therefore, other resources must be sought. Within this light, it is clear that that comprehensiveness, integration, and quality of the productions must be compromised. However, the failure to at least partially capitalize on the outstanding contributions already made would be a loss to the field of education and the mission of the SAGE Project. At the very least, the already available materials should be disseminated throughout the SAGE network even if this calls for issuing a plea to the participating units to reproduce some small number of copies of their materials.

b. The district-based staff development specialists should be systematically polled to solicit their suggestions for improving the "Special Education Training Needs of Administrators" questionnaire. At the same time, the recommendations of these professionals should be gathered with respect to the format in which the results should be transmitted back to survey participants.

c. The human resource file and bibliography should be disseminated to a larger but select audience who should be encouraged to criticize, modify, and/or expand their contents.

d. The report of exemplary practices as identified by Dr. Robert

Handerson should be packaged, edited, expanded and disseminated.

e. The "SAGE Notes" newsletter should maintain its current style and content.

f. Editorial board members should play an active role in the publication process and the solicitation of manuscripts. (Note: at the end of the second year, funds for the editorial board, in addition to the advisory committee were deleted from the SAGE project. Consequently, it was not possible to act upon several of the recommendations.)

1. Materials Exchange

Although the potential project involvement related to activity 1 and activity 2 was curtailed by the deletion of funds by BEH, there were several materials exchanges among the project participants and other individuals. Based on materials information distributed by memorandums throughout the UCEA network, several individuals request loans of materials (See Appendix IX for some examples) produced by SAGE education agencies. Some of the available materials included the following titles:

Dade County, Florida

- School-Based Child Study Team (CST)
- A Workshop Manual for Principals (Elementary)
- A Workshop Manual for Assistant Principals (Elementary)

Mesa

- Staffing Procedures—School-Based Plan for Special and General Education (Guidelines for In-service)
- Modules for Systemwide Administrative Staff Development
- Improving Multi-Disciplinary Conference Procedures --Training Kit

Milwaukee

- Testing Coordination Handbook/Multidisciplinary Team Diagnosis
- Individual School-Based Exit Criteria Manual
- A Plan for Middle School Transition/Exceptional Education and Supportive Services

Nashville

- A Process Model for Serving Exceptional Children
- Group Facilitator's Guide for Systemwide Special and General Education In-service
- The IEP Process

North Carolina State Department

- Rules—Governing Programs and Services for children with Special Needs
- Principals as Instructional Leaders
- Direct Services to Exceptional Children/A Process Model
- Career Opportunities/Teaching Children with Special Needs
- In-service Training of Principals and Parents

Available from UCEA for Use in All Incoming LEAs

- Assessment Tool for Administrative Staff Development Needs
- Computer Print out of Results and Interpretation of Such Results if-Desired
- P.L. 94-142 Task and Activities Analysis and Instrument
- SAGE NOTES—A Newsletter Containing Articles About Rules and Regulations, Models for Implementing Change, Discussions About Implications of 94-142, etc.

One of the SAGE education agencies, the Milwaukee Public Schools, distributed Guidelines for Exceptional Education and Student Movements in Elementary Schools to Exceptional Education personnel in each of the UCEA partnership schools. The 29 recipients of this book are listed in Appendix X.

2. Acquisition and Use of On-Site Observations and Evaluations for Further Development of Programs

The needs assessment instrument entitled, "Special Education Training Needs of Administrators" and the Role-Task Inventory Questionnaire were made available during the first two years of the project to the participating agencies. As noted in the Year Two Evaluation Report, these instruments appeared to adequately serve the assessment needs of the agencies. At the beginning of the third year, however, inquiry on the part of the project coordinator as to the continued use of

these instruments revealed that most of the field-based SAGE coordinators believed a shift to qualitative evaluation would be desirable. The nature of data generated by these instruments was not addressing the problems facing the developmental needs of the inservice programs.

Evaluation and assessment procedures are becoming increasingly critical to the growth and development of professional staffs. Often times numerical data do not reflect the contextual and interactional dimensions of program changes and implementation. For these reasons an anthropological and observational approach to evaluation became part of the over all evaluation procedures. The project coordinator was able to find four individuals who donated their time and contributed to these evaluation procedures. Dr. Roberta Felker from the University of Wisconsin assumed the role of SAGE project evaluator shortly after the untimely death of Dr. William Davis. Felker's focus on evaluation as a participatory process brings a context-based dimension to the evaluation report. She visited, observed and interviewed several field-based SAGE Coordinators and workshop participants. Her SAGE project evaluation report reflects qualitative dimensions that often can not be captured by running tests on numeral data generated by survey questionnaires.

An anthropologist, Dr. Carol Mortland from the University of Oregon, visited four of the five local education agencies participating in the SAGE project. The SAGE project in Mesa, Arizona, under Dr. Carolyn Raymond's direction, did not involve the anthropologist since the SAGE activities took place before Mortland began her work with the project. Raymond is very interested in an anthropological approach to evaluation and expressed her desire to participate, if the opportunity arose, in any related activities in the future.

Three of the four local education agencies found Mortland's reports (See Appendix XI) to be very helpful in providing useful data in making decisions about needed inservice changes and directions. Dr. Wylamerle Marshall verbally expressed her satisfaction with Mortland's report and hopes to involve an anthropologist in future Dade County exceptional education inservice activities. Dr. Phyllis Shutt of Nashville, Tennessee, and Dr. William Malloy of Milwaukee, Wisconsin also found the anthropological perspective insightful. Correspondence reflecting their reactions to Mortland's reports can be noted in Appendix VII.

Dr. Henry Bertness, Tacoma, Washington, did not find the report based upon Mortland's observations and interviews to be useful. He disagreed with her interpretation and requested that neither her report nor his reactions to it be published or released in any form.

Dr. Walter Panko, UCEA Associate Director, and Dr. Lee Pugh of the Dade County system both participated in Dade County workshops. As participant observers they reported their reactions and interpretations of the workshop processes involving exceptional and general education personnel. Their reports are included in Appendix XII.

The kind of data needed by practitioners to make appropriate decisions regarding program changes need to be multidimensional. The SAGE project personnel was fortunate to have several individuals provide reports addressing the "'real stuff' out of which change emerges." If this approach to evaluation and assessment had been a part of the project from its beginning, the usefulness of the data would have been greatly increased. Interpreting this data requires skills on the part of the evaluator and on the part of the "consumer" different than skills

required to interpret numerical data. These skills come with exposure to different evaluation approaches in addition to involvement in and ownership of the problems facing individuals working with alternative approaches to evaluation and assessment.

3. The National Information and Resource System to Support Staff Development

The Human and Informational Resources for Improving Special and General Education Leadership was compiled by Dr. James Yates, University of Texas at Austin; Dr. Donald L. Robson, Purdue University; and by Dr. Leonard C. Burrello, Indiana University. Before these materials were finally disseminated, they were brought before a group of practitioners and professors at the 1978 meeting of the Council for Exceptional Children for criticism and suggestions. This effort was directed by James Yates.

Final dissemination of the above publication included sending a copy to each of the Exceptional Education contacts in the UCEA University and School Partnership network.

The exemplary practices in the SAGE project, identified by Dr. Henderson, were published in the SAGE Notes, Volume 1, Number 5, July 1978 and disseminated throughout the UCEA and SAGE network.

4. The Information Network

The SAGE Notes (the information network) under the co-editorship of Dr. Daniel Sage and Dr. William Greenfield, both of Syracuse University, were published three times during the final year of the SAGE project.

The articles for the most part reflected SAGE project activities including highlights of the SAGE presentation during the UCEA regional planning meetings and reports on the Collaborative Leadership Conference. The number of educators receiving the SAGE Notes increased from five hundred during the second project year to approximately seven hundred fifty. This increase was due to the UCEA school system partnership expansion and to the inclusion of other interested persons requesting the Notes. Copies of the third year SAGE Notes can be found in Appendix III.

III. Accomplishments of Program

1. School-Based, Collaborative and Multi-Disciplinary Activities

During the first two years of the SAGE project, heavy emphasis was placed on administrative inservice training that spoke to very basic information and understanding needs of administrators. Technical and basic understandings of P.L. 94-142 were the major concerns of individuals in charge of staff development programs. The third year focused on ways P.L. 94-142 can be implemented at the local building level and the collaborative activities needed to perform school-based implementation. (For examples of plans depicting the school-based, collaborative and multidisciplinary approach, see Appendix VIII.)

The inservice programs in the five LEAs (Dade County Schools, Miami, Florida; Mesa Public Schools, Mesa, Arizona; Milwaukee Public Schools, Nashville Public Schools; Tacoma Public Schools, Tacoma, Washington) and the State Department of North Carolina all reached beyond the administrator. Included in these inservice programs were professional staff members from several divisions in addition to the administrators needed for

P.L. 94-142 implementation. The majority of the planning was also accomplished using the collaborative leadership and multi-disciplinary approach. For example, the SAGE project team of the Milwaukee Public Schools was composed of general and exceptional education administrators, representatives from the Division of Exceptional Education and Supportive Services, Supervisors from Programs for the Retarded and for the Learning Disabled, and curriculum and instruction. Many of the third year SAGE project activities were collaboratively planned, developed and implemented, under the direction of Dr. William Malloy, by a principal and a supervisor of Learning Disabilities.

In addition to the on-going third year activities, it may be said that the SAGE project took hold and will continue in the education agencies that participated in the project. As evidenced by a memo from Dr. Phyllis Shutt, the SAGE Coordinator in Nashville, staff development plans for SAGE are continuing into their fourth year without any external funding (See Appendix VI). All the participating Local Education Agencies have designed plans, stemming from the SAGE project and in connection with on-going activities, for continuing the work made possible by the funding received from the project. (For examples, see Appendix I. These examples reflect follow-up activities resulting from the SAGE Conference and do not represent all the activities that will be taking place as a result of the initial three year SAGE project.)

2. An Active National Network

The network of practitioners and university professors and the network of local and state education agency personnel resulting from the SAGE project have created a framework for communicating on

a national level about the problems facing individuals responsible for implementing P.L. 94-142. Along with the recognition of problems are examples of ways to meet the challenges inherent in P.L. 94-142.

Although the funding agency deleted the monies originally designated to support the materials exchange, such exchanges progressed to a certain extent due to the personnel exchanges. Both human and material resources have been made available in various forms to the participants in the SAGE project.

The personnel exchanges described above continue to provide a solid framework for future resources with respect to innovative staff development activities. Several of the activities move beyond the education agency and into the community where awareness and understanding are essential before the full impact of P.L. 94-142 can be felt. For example, Dade County plans to replicate the Collaborative Leadership Conference (this conference is discussed below). Participation will be open to the original SAGE project participants as well as other interested individuals. The Dade County conference will use resources from busiensses, community-based agencies and the local education agency. This collaborative effort speaks to the integration of exceptional individuals in schools, communities, and the worlds of work.

The network stemming from the SAGE personnel exchanges will continue to provide models, ideas and examples of innovative approaches to the problems inherent in providing the least restrictive environment to handicapped individuals. Several individuals in the SAGE project have utilized human and material resources made available to them through the exchanges during the third year. The SAGE Conference (Collaborative Leadership Conference) extended this network concept into business, industry and disciplines other than education. One example is Milwaukee's

plan, under the direction of Dr. William Malloy, to involve Dr. Phyllis Stearner (cerebral palsied), a researcher with Argonne Laboratories who participated in the Collaborative Leadership Conference, as a consultant in developing inservice programs for career counselors in their attempts to advise handicapped students.

The personnel exchange component has reached beyond the project's coordinators information system. Information about several activities resulting from the original SAGE program have reached the UCEA Central Office only by accident. There is virtually no way at the present to document the impact this exchange system has had on others not directly involved in the SAGE project.

3. Project Recommendations and Accomplishments

Based on the recommendations made by the evaluator at the end of year two, activities were designed to follow and implement these recommendations. There were attempts to follow certain recommendations even though funding had been deleted from certain portions of the project budget. The SAGE program activities responded to specific objectives but more importantly, due to the excellent leadership in the field, went beyond these objectives. The SAGE project provided "seed money" to try a variety of approaches to inservice programs for exceptional and general education administrators. In responding to the original objectives, it was recognized that activities needed to involve far more personnel than administrative.

This project focused on administrators, but before administrators can approach P.L. 94-142 implementation, nearly every facet and dimension of an education agency must be reached and critically involved in the implementation act. The efforts of the field-based SAGE coordinators

included planning and development activities that reached out to a variety of personnel in their respective agencies. This wide-spread involvement and ownership of the challenge we are facing is an essential ingredient to "successful" implementation. This exciting aspect of the SAGE project is still on-going in many education agencies.

4. Collaborative Leadership Conference

The final activity of the SAGE project was a training activity for general and exceptional administrators and professors. The Collaborative Leadership Conference held in Cincinnati, July 1979, addressed sociocultural and political barriers to equity for handicapped individuals. This conference is documented and reported on below (See pages 51 - 377).

5. Project Evaluation

The evaluation component of this project took on different dimensions under the direction of a new project coordinator and a new project evaluator during the project's third year. The focus on qualitative evaluation was due to two major factors: (1) a response to the field-based SAGE coordinators' desire for different kinds of evaluation data, and (2) the training and experience in anthropology on the part of the project coordinator. When the current project evaluator was appointed, it was more than mere coincidence that she also shared interests in the qualitative dimensions of evaluation.

V. Slippages in Attainment

Several field-based activities and the final SAGE project training activity, the Collaborative Leadership Conference, July 1979, would not have been as well attended by local educational agency personnel if it had been held within the original project timeline, June 1976-May 1979. The end of the project coincided with the closing of schools which is

an extremely busy time for practitioners as well as for professors. A ninety day extension was requested by and granted to the project coordinator. Within the new time frame, all deadlines were met.

VI. Highlights of Successful Phases

Perhaps the most significant highlight rests with the field-based SAGE Coordinators who guided their SAGE activities throughout the three years and currently into the fourth year without external funding. The ideas and activities that took hold because of the small amount of funding made available during the project are still on-going in the education agencies. These activities reach beyond exceptional education personnel to include personnel from several divisions in the education agencies. An important aspect of this funding was the freedom allowed in ways the monies could be expended. Most monies in an education agency are allocated only for particular activities thus greatly reducing creative planning and implementation.

Another highlight can be noted in the networking accomplished throughout the third year of the project. The "spill over" from the original SAGE project to personnel from other education agencies in addition to the networking within the original project greatly enhanced the exchange of ideas, problems, and alternative causes of action to meet some of the problems.

The Collaborative Leadership Conference provided a multidisciplinary arena for the discussion of problems related to the sociocultural and political barriers to equity for handicapped. The move beyond technical compliance to the social and political aspects of equity is important. It is no longer possible, if it ever was, to face the equity challenge with neutrality and objectivity. The mechanical aspects of equity are

only a small part of providing the least restrictive environments for handicapped individuals. The various sectors of society need to negotiate just what social and political life will be like for handicapped and non-handicapped within a context that addresses equal opportunity for all individuals. The conference provided handicapped and non-handicapped individuals an opportunity to begin such negotiations. The "move from tolerance to advocacy" can in no way be thought of as a solution to the equity problem. As long as advocacy is predominantly associated with compliance, the responsibility and blame still rests with the victim.

Negotiating new forms of social and political order will take a long time. This process cannot be separated from the context in which it happens. Educators can not assume total responsibility for our society's successes and failures. These issues were addressed during the conference and resulted in several follow-up activities (See Appendix 1).

VII. Less Successful Phases

In spite of the prolific networking resulting from the exchange component of the project, active participation by professors was not as extensive as the project merited. There were many professors represented at the project's final activity, the Collaborative Leadership Conference, but this was not characteristic of the project in general. Even though the project spoke more directly to the needs of practitioners, it is essential for personnel responsible for preparatory programs to become involved with the actual concerns and challenges of P.L. 94-142 implementation. Pre-service programs will scarcely be relevant until this

happens. The idea that Special Education is 'special' and will soon fade away is prevalent among general education administrators. This attitude is slowly changing through implementation of projects such as SAGE.

VIII. Spinoffs from the Project

There were several spinoffs from the SAGE project including post-conference activities, community-based involvement and published articles.

a. Post-conference activities

Several of the Collaborative Leadership Conference participants have reported on some of the follow-up activities designed to promote linkages between education and the world of work.

Programs have been designed in various education agencies that place the concerns of social and political barriers to work opportunities at the center of the project. A strong emphasis has been placed on career counseling and community involvement in several of the follow-up activities (See Appendix I).

b. Published articles

Several articles have been published and papers delivered to professional meetings that speak to the challenges inherent in P.L. 94-142 implementation. The papers were given and the articles were solicited for publication by the project coordinator.

1. Barbara Intriligator and Toni Homann, "Policy and Practice," UCEA Review, Vol. XXI, No. 1, Winter, 1980.
2. "Program Accessibility as an Alternative to Architectural Changes," UCEA Review, Vol. XX, No. 1, Fall, 1978.
3. J. L. Jones, "A Charge: It's Our Business to Provide Quality Education for Handicapped Youth," UCEA Review, Vol. XX, No. 2, Spring, 1979.

4. Jeffery Zettel, "The Impact of P.L. 94-142 upon General Educational Administrators," UCEA Review, Vol. XX, No. 3, Summer, 1979.
5. James R. Galloway, William V. Schipper, Michael E. Norman, "Changing Structures in General Education Preservice and Inservice," UCEA Review, Vol. XX, No. 3, Summer, 1979.
6. Ellen A. Herda, "Aspects of General Education Governance and P.L. 94-142 Implementation," Focus on Exceptional Children, Denver, Colorado: Love Publishing Co., (forthcoming, Spring, 1980).
7. Ellen A. Herda, "Anthropologists and Educators in an Emerging Context in Public Schools," presented to Southwest Anthropological Association, March 29-31, 1979, Santa Barbara, California.
8. Ellen A. Herda, "P.L. 94-142 and Interrelated Agendas: Research and Evaluation," presented to Council for Exceptional Children, April 23-27, 1979, Dallas, Texas.
9. Ellen A. Herda, "General and Exceptional Education Inservice: Integration, Issues and Models," presented to Ohio State University Dean's Grant Conference, October, 1979, Dayton, Ohio.

IX. Concluding Statement

The SAGE project appears to be accomplishing several agendas related to improving leadership for P.L. 94-142 implementation in spite of a change in project coordinators and evaluators at the end of year two and a deletion of funds for certain project activities. Accomplishments are due in no small way to the outstanding leadership in the field. The field-based SAGE coordinators involved many members of their respective education agencies in the SAGE project. There is a continuing need on the part of federal agencies to support and maintain this high level of involvement.

The assessment of educators' efforts to implement the intent of P.L. 94-142 must reach beyond the myths of neutral and objective evaluation. Before issues related to handicapped individuals can move

beyond advocacy that depends upon regulations, both positive and negative vested interests must be exposed. At this point negotiation and collaboration need to replace the more traditional forms of leadership that rely on bureaucratic hierarchies and decisions made on neutrality and objective evaluation. Evaluation can only make a difference in programs if people have a stake in the evaluation act. Participatory forms of leadership and evaluation go hand in hand when attempting to meet the demands inherent in implementing P.L. 94-142.

In conclusion, the forms of leadership required for P.L. 94-142 implementation entails a commitment to evaluation that speaks to real events, actual people and negotiated courses of action.

A Conference Report and Evaluation

**A Collaborative
Leadership Conference:
Exceptional Education
and the Worlds of Work**



SAGE Project

**A CONFERENCE REPORT AND
EVALUATION**

A Collaborative Leadership Conference:

**Exceptional Education
and the World of Work**

1979

**The University Council for Educational Administration
Columbus, Ohio**

TABLE OF CONTENTS

INTRODUCTION	54
INTRODUCTORY ADDRESS (Kenneth Wyatt)	58
CONFERENCE MANUAL	68
REPORTS ON ACTIVITIES	108
QUESTIONS GENERATED	114
CONFERENCE EVALUATIONS	124
WORKING-PAPERS	150

Introduction

Relationships and problems among exceptional education and the worlds of work were explored in Cincinnati, July 12-14, 1979 by individuals from a variety of disciplines and sectors of our society. A major expectation and task of this conference was the generation of questions that bridge the gap between the technical and mechanical issues of compliance and sociocultural and political forms of access for the handicapped. This report documents the efforts and results of the Collaborative Leadership Conference.

The conference was a leadership training activity of the Special and General Education Leadership (SAGE) project. For three years (1976-1979) SAGE was sponsored by the University Council for Educational Administration, funded by the USOE Bureau of Education for the Handicapped. The project was designed to provide leadership training to general education administrators with respect to the implementation of P.L. 94-142. The six field-based sites (five Local Education Agencies and one State Education Agency) in this project included Dade County, Florida; Nashville, Tennessee; Mesa, Arizona; Milwaukee, Wisconsin; Tacoma, Washington; and North Carolina State.

This document includes the introductory address by Kenneth Wyatt, the conference manual, the working sessions' reports based on guidelines and suggested activities (guidelines and activities are summarized in the expanded agenda found on page 30), the conference evaluations and the pre-conference working-papers prepared by the participants. The conference stimulated several ideas and post-conference activities (for some examples, see Appendix I) and provided an opportunity to meet and work with handicapped individuals.

Few, if any, issues were resolved during the conference but at the end, for most of us, there were no doubts as to the magnitude of the continuing challenge facing us in terms of providing social and political forms of access to handicapped. The task before us is to create changes on a "grass roots" level that involve community members and private, public and educational institutions. The technical assistance efforts that come from the "top" down often do not promote the needed changes since most of these efforts fail to address the social and political imperatives impeding equality for handicapped. No easy solutions exist, but this conference provided an opportunity for non-handicapped individuals to listen to handicapped individuals explain the challenges from the "consumer's" viewpoint. One such discussion was recorded. The Friday night discussion is found in Appendix II. It reads virtually as it was originally transcribed except for the placement of some names besides comments for identification purposes. It is rich data in terms of an attempt to understand the nature of the problems facing us.

At this time, it is impossible to identify all the individuals who played important roles in this conference. Special recognition and appreciation goes to the field-based SAGE coordinators who provided invaluable guidance to the conference working-sessions: Fred Baars, Henry Bertness, William Malloy, Wylamerle Marshall, Hal McGrady, and Phyllis Shutt. My sincere thanks goes to you all who committed a few days of your time and unrelentlessly faced issues that are not easily defined or understood.

Unfortunately, we are only in the embryonic stages of developing social and political categories of knowledge about human affairs,

especially, those concerned with prejudice, equity and values. At this time, we probably do not even have the appropriate language to use in discussing the problems, for history has shown that we always use the language and symbols of a previous "paradigm" to interpret current conditions.

But from the reactions received since our meeting in Cincinnati, there is evidence that many individuals who participated in this conference, by virtue of their own talents and creativity, found it to be a worthwhile effort in their attempt to identify some future steps toward sociocultural and political equality for handicapped individuals.

Ellen Herda
SAGE Project
Project Coordinator

Collaborative Leadership Conference
Introductory Address

Kenneth Wyatt
President, Council for Exceptional Children
Professor, Georgia State University

I have watched with interest over a number of years the involvement of UCEA in the problems which are associated with special education administration and the communication between special education and general education. I've been involved in the development and evolution of the SAGE project itself which is the sponsoring project for this particular conference. It seems to me that this current conference presents really a logical expansion of UCEA's thrust along the dimensions that it was heading for before. Not only that, it coincides very closely with some of my own personal interests as well as some that are being examined now by the Foundation for Exceptional Children, which is an allied association with the Council for Exceptional Children.

I don't kid myself or I won't kid you into believing that I'm a national authority in respect to the topic that we're discussing. I suspect that I was invited to this conference not only because of my past involvement with UCEA and because I was a president of CEC, but also because I may represent some kind of a living example of the rationale that might be used for delving into this area altogether.

What I would like to do in my address today is to postulate three major fundamental questions to discuss. The first is why is it necessary to pass this kind of legislation in a democratic society such as ours? Why didn't it just occur? Secondly, does the passage of these laws

represent a basic attitudinal change in our society toward the handicapped? And third, what implications does this hold for the handicapped in the future relative to access to equity?

In relation to our first question, why is it necessary to pass this type of legislation? I think the American society likes to pride itself on the fact that we're supposedly an open, humanistic sort of society that stands in stark contrast to the pathological societies such as Nazi Germany. And I think there's no question but what we're more tolerant of most of the minority concerns than most countries are. But the fact remains that-until the passage of mandatory legislation in the state and the passage of recent federal laws, a great number of handicapped were denied full educational and employment opportunities. Now we can only speculate why this might be the case. Do the handicapped represent some kind of a conflict with fundamental American beliefs? One of the fundamental American beliefs has set forth that the individual is responsible for adapting him/herself to society. The handicapped in many instances are not as capable of adapting themselves to society as some other members. Another belief is that handicapped stand in direct opposition to the Horatio Alger belief that anyone can be anything they choose to be, as long as they're willing to work hard, apply themselves, and believe in this work ethic. A third basic American belief is that the true value of a person is based on God-given talents and gifts. And this we see in sports figures, entertainers and so forth, who somehow have their talents equated with the divine right to affluence, better medical care and societal acceptance of their excesses. In our industrialized society, economic productivity is the primary basis for employment. And

as such, it is the focal point in the individual's relationship with society and a major source of self-esteem.

Secondly, do the handicapped present some kind of a conflict with societal needs. Services for the handicapped are expensive. As a matter of fact, back in 1972, the Ram Corporation estimated that the additional costs of educating all handicapped children would become somewhere in the vicinity of \$3 billion dollars. That presents a real problem in times of high taxation and spiraling inflation. Another conflict perhaps with societal needs is neither the handicapped themselves nor those individuals whose work focuses on the education of the handicapped or the needs of the handicapped have ever been in a position of power. In order to make things happen, you need some powerful figure like a Kennedy or a Humphrey or someone of that nature to really spearhead the power thrust for them. As evidence of that, all you have to do is take a look at the salaries that are paid to the handicapped workers themselves, or to the salaries that are paid to the employees who care for the handicapped in hospitals or schools. All you have to do is look at the educational levels of these people and you'll see that they are almost without any strong basis of peers within their own groups.

The handicapped sometimes appear to generate fear or guilt in society. There are many people who are very uncomfortable in social relationships with handicapped individuals. It has been suggested that increased access allows the handicapped to be more visible, which in turn evokes fear and anxiety. For many people isolation and low visibility is a comfortable position to maintain.

The media tends to present only a stereotype of the almost superhuman handicapped with great gifts which permit them to compensate for their own deficits. Thus, we see on television people like Ironsides, Longstreet-- movies depicting Wilma Rudolf. We see Ray Charles and Stevie Wonder, Jose Feliciano, and Pearlman (the violinist). All of these people of extraordinary talent and ability are not necessarily typical of the handicapped society in general.

Accessibility provides very few benefits to society at large, or at least they perceive it as not being a particular benefit. But really many more are benefitted by the accessibility of schools and employment and in public services than the general public has ever had any reason to believe or care to examine for that matter. I think also there is a concern about essential incurability of the handicapped. I really believe that if accessibility and equity could be in some way achieved or effect a cure for the handicapping situation, public support would be much more readily obtained and achieved. But in a sense accessibility is really a process, not a solution, and society resists buying into a process without clear evidence of a terminal goal, and quite frankly, we don't have clear evidence of terminal goals in this kind of program.

Now the fact remains that without earmarked funds and external controls, our track record in the provision of services to the handicapped has not been enviable. But I think most of us will agree that the services are improving. I think I will see more children being served, more programs being developed, more personnel being hired. But there are some concerns even on that score. The concerns have to do with the logistical problems that are cutting into instructional time. The logistics of dealing with the law actually may be denying some handicapped children the

same time and minutes of instruction that they received before. We've seen good teachers, leaders in their field, move on to other positions rather than have to deal with many of the hassles that are associated with the bills. And there has been the suggestion that we may merely be swapping one educational setting which is inappropriate for some children, for another setting which is inappropriate for others. Thus, we see a movement away from the special class to the resource room program.

We are seeing an increased amount of positive media presentation dealing with the handicapped. In the last six months, I think I've seen four or five full length television productions that depict some aspect of the handicapped--and in what I would consider to be quite a favorable position. Recently, CEC ran a conference on career education for the handicapped in St. Louis and in polling the audience we found that only about a third of them were special educators. The rest of them had come from a variety of other sectors from business and industry, vocational education, vocational rehabilitation. It was one of the better conferences I've been to for some time, simply because of a high interest level that appeared to be generated there at that group. We hear about models in a variety of settings which appear to be having a significant degree of success in dealing with these issues. And I'm sure that some of those models may very well be represented in this room today. I will only warn you of the following: that all models don't work equally well in all settings, that successful models sometimes achieve that success primarily through the extraordinary efforts and commitments of the individual responsible for its inception; that the same degree of effort and commitment is rarely seen or can they be expected during replication of a project. And according to Churns, there is a wide gulf between selling an idea to

people and receiving their genuine participation in making the decision. I hope that we'll talk about some of the successful models that do operate here, but I don't think the model to solve the problem is resting in this room either.

There is also evidence, unfortunately, that not all of society has turned the corner in respect to the acceptance of the rights of the handicapped. When I asked one of my handicapped students what he thought about improving rights for the handicapped minority, he stated, "Well, we're doing almost as well as the blacks and the women." And then he went on to point out to me that the Klu Klux Klan was still demonstrating in Alabama, we were plagued with white flight in the urban settings, and that the ERA had been defeated again in Louisiana.

What are some of the factors functioning in the social psychology of America that contribute to such a negative set of circumstances? Friedenber~~g~~, 1973, commented that altering the American mass attitude that makes humanization of work impossible is going to be less like cutting the Gordian knot than it is cleaning the Agean stables. Another comment that was pointed out to me is that we may be watching a phenomenon related to Shone's concept of dynamic conservatism where he suggests that change generally results from threats to society's stability. The stronger the structure, the more resistant to change, and since the handicapped or their advocates present little threat to the structure, there seems to be very little need to change.

Pitchie and his study on values found that legitimized change agents somehow seem to demonstrate a lower congruence between their values and their actions than do outside pressure groups. Thus, it would seem

that legitimization appears to dilute the effect of change efforts. The implication therefore might be that the implementation of P.L. 94-142 and Section 504 could result in a slowing of the changes on behalf of the handicapped which have been instigated originally by outside or revolutionary types of forces. There may in fact be a feeling that with the passage of these pieces of legislation that the battle has been won. But I tell you at this point that this is a dangerous position to hold. What we're talking about at this conference goes far beyond technical compliance with the law.

This brings me to my last major question. What are the implications for the handicapped in the future relative to access to equity? Bill Geer, recently deceased, Executive Director of CEC for the past 18 years, in an address in the CEC Convention in Atlanta in 1977 suggested that the major frontier was to influence the attitudes of the general public toward full and non-bias acceptance of exceptional persons. Levine, back in 1961, theorized that the major problems to be encountered would be those brought about by the differences between what he called defining attributes (by defining attributes he meant how society perceives in value the capabilities of the handicapped individual) and contrast that with criterial attributes. This refers to how the handicapped individual perceives and values their own capabilities. The wider the divergence between those two sets of attributes, the greater the problems we're going to encounter. It would appear to me that we are currently at the crossroads to whether the handicapped will in fact be given full membership in society. The most optimistic view of the future is perhaps that contained in a recent article by Saffer, Burnett and Hobb. It's contained in the latest issue

of "Focus on Exceptional Children" put out by the Love Publishing Company, and it is really a report of a panel exploring the future impact on services for the handicapped in respect to value, economics, social institutions, technology, and medicine. One of the panelists postulated that, first of all, society is changing with less emphasis being placed on economic rationality in which social contributions are measured in economic terms, and greater emphasis being placed on the quality of life. He says there is growing evidence of self-actualization with individuals being valued more than their economic productivity. The past two decades have seen an extension of equality and rights to numerous minority groups. This would correspond quite closely with the theory of Dale, Galbrith and Churns who hold that there is a change now from an industrial to a post-industrial set of values -- that service occupations are now outstripping production and for the first time society is able to support such service. There is greater acceptance of the longer lasting dependences, dependences of children on parents, of the employed on society, of the handicapped on society. Now the alternative view, however, holds that the current held belief system is going to continue into the future. That the potential economic slowdown combined with self-preoccupation could in fact result in increased competitiveness and conflict amongst individuals. There'll be less interest in extending rights or equality to the groups outside the mainstream and that there will be continued evaluation of others in terms of actual or potential economic productivity.

In conclusion, I think the value of a conference such as this one is that it allows us to ask the questions that need to be asked without

being under any particular pressure to solve the problems. And I doubt we're going to solve many problems during the two days that we're here. Some of the questions that I think we can well look at include the following: Will better understanding of the handicapped and their needs lead to a greater acceptance by society? Can or should we attempt to improve public attitude by systematically impacting on the education of curriculum in general education? What will happen if or when an economic recession occurs? And how can we make it less traumatic for the handicapped minorities? Should we continue to earmark funding for the handicapped? How can we best bridge the gaps existing between education and the worlds of work? As we move beyond technical compliance, it becomes evident that the issues will have to be cooperatively addressed by all the groups that are represented here today--applied social science researchers and evaluators, business/industry people, general education administration, special education administration, multi-disciplinary professions, policy analysts, state and local education administrators. None of these can assume full responsibility for the problems, but all are going to have to share some of the responsibilities.

I would add that I think it's time we begin to do a better job of examining the variances that exist in our society, rather than the central penances, that we begin to emphasize the positive aspects that may be associated with divergence, and that we begin to look at individual problems on a rationale basis rather than to get bogged down on the global problems.

A Collaborative
Leadership Conference

Critical and Contextual Inquiry
into Exceptional Education
and the Worlds of Work

UCEA/SAGE Conference sponsored by:

University Council for Educational Administration
Jack Culbertson, Executive Director

funded by:

U.S. Office of Education
Bureau of Education for the Handicapped
William Peterson, Project Officer

A Conceptual and Process Conference Manual
available on cassette tape

UCEA

29 West Woodruff Avenue
Columbus, Ohio 43210
614-422-2564

Cover design and layout: Jan Lindner
Typing and layout: Mary Holifield

A Collaborative Leadership Conference

Critical and Contextual Inquiry into Exceptional Education

&

the Worlds of Work

July 12-14, 1979
Drawbridge Motor Inn
Cincinnati, Ohio

A Leadership Training Activity
of the
Special and General Education Leadership Project

Ellen A. Herda
Project Coordinator

Table of Contents

INTRODUCTION	73
CONFERENCE REPRESENTATION	76
CONFERENCE WORKING-PAPERS	78
AGENDA	80
EXPANDED AGENDA	81
CONFERENCE EXPECTATIONS AND EVALUATION	86
CONFERENCE AGENDA IN A CONTEXT	94
CONFERENCE PARTICIPANTS	104

Introduction

Critical and Contextual Inquiry into Exceptional Education and the Worlds of Work can be addressed in a collaborative way by the participants of this conference. We need to identify some of the basic impediments to sociocultural and political forms of access and pose questions that can serve as focal points for our continued actions in the area of accessibility for handicapped individuals.

To examine critically the various contexts, such as school systems and places of work, with the purpose of identifying the problems and raising questions is no easy task. But this conference gives us the opportunity to attempt that task. A major expectation and task of the conference is the formation of questions that bridge the gap between the technical and mechanical issues of compliance and sociocultural and political forms of access for the handicapped. If this is accomplished, we will have addressed issues important not only to handicapped individuals, but to all individuals desiring quality life-long learning experiences.

This conference is an activity of the Special and General Education Leadership (SAGE) Project. For three years SAGE has been sponsored by the University Council of Educational Administration funded by the USOE Bureau of Education for the Handicapped. This project has focused on providing leadership training to general

education administrators with respect to the implementation of P. L. 94-142 (The Education for all Handicapped Children Act) and Section 504 (of the Vocational Rehabilitation Act of 1973). Five Local Education Agencies (Dade County, Florida; Mesa Public Schools, Arizona; Metropolitan Public Schools, Nashville, Tennessee; Milwaukee Public Schools, Wisconsin; and Tacoma Public Schools, Washington) and one State Education Agency (North Carolina State Education Agency) have been involved in this Project.

There are a variety of concerns related to implementing P. L. 94-142 and Section 504. The SAGE Education Agencies addressed many of the problems related to least restrictive environments long before the legal mandates were in effect and the SAGE Project began. The SAGE Project has given education administrators an opportunity to focus primarily on leadership training in the area of integrating special and general education. The response to the Project has been very positive. It has been supported by SAGE educational administrators who designed and implemented highly successful training programs.

We all know that to change attitudes and belief-systems is a difficult task that requires time, patience and continuous effort on the part of many people. The problem of probing and changing attitudes and belief-systems cannot happen in education agencies without the support of larger contexts, namely, the individuals in local communities and the leaders in various sectors of our society.

It is hoped that this conference will provide an arena in which individuals interested in a variety of forms of access to equity can engage in dialogue and collaboratively identify salient questions.

It is only in the identification of questions that we can move toward "answers."

This is a working-papers conference. Several individuals participating in the conference have written working-papers addressing what they believe to be important issues in access to equity that go beyond technical and mechanical compliance. These working-papers will be forwarded to the conference participants prior to the conference. It is suggested that the working-papers and this conference manual be read before attending the conference.

The conference lasts only two and a quarter days, so it is important that we make good use of our limited time together.

I hope you find attending the conference worth your time. My thanks to each of you for your participation.

EAH

Conference Representation

There are several professions and perspectives represented at this conference. Each individual participating in the conference is asked to identify themselves as representing one of the following areas:

- A - Applied Social Science Researcher/Evaluator
- B - Business/Industry/Union
- G - General Education Administration Professor
- M - Multi-Discipline Professions
- P - Policy Analyst
- S - Special Education Administration Professor
- SL - State or Local Education Administrator

Friday, July 13, and Saturday, July 14, include Discipline-Based Team activities. The Discipline, or area of representation, Teams are composed of the following individuals (see also Expanded Agenda pages 10-11):

Applied Social Science Researcher/ Evaluator

Roberta Felker
Beth McEntire
William Millsap
Carol Mortland
Richard Warren

Business/Industry/Union

Thomas Bowdle
Don K. Jones
Victor C. Knorr
Allan Levit
John J. Morrone
D. L. (Jack) Webber
Robert Winn

General Education Administration
Professor

Jack Culbertson
William Kritek
Cecil Miskel
Walt Panko
Lonnie Wagstaff

Multi-Disciplinary Professions

JoAnn Balmer
Guillermo Cedeño
Jane Dotson
Mary Elaine Evans
John Gavin
Robert Menchel
Phyllis Stearner

Policy Analyst

John Glowe
Mary Raith
Martha Ross Redden
Billie Say
David Wiles
Jeff Zettel

Special Education Administration
Professor

Gordon Alley
Nancy Kaye
Beth McEntire
Daniel Sage
Lucille Thalmann
Kenneth Wyatt
James Yates

State or Local Education Administrator

Fred Baars
Henry Bertness
Lowell Harris
William Malloy
Wylamerle Marshall
Harold McGrady
Carolyn Raymond
Charles Rudiger
Phyllis Shutt
John Waller

Working-Papers from Administrators in State and Local Education Agencies

<u>Dade County, Florida</u> Wylamerle Marshall	The Sociopolitical and Legal Arena in the Interpretation and Implementation of P. L.94-142
<u>Nashville, Tennessee</u> Phyllis Shutt	Diversity: Resource for Staff Development
<u>Mesa, Arizona</u> Carolyn Raymond	Individuals in Collaborative Endeavors
<u>Milwaukee, Wisconsin</u> William Malloy	Political Considerations in the Move From Tolerance to Advocacy
<u>North Carolina</u> Fred Baars	Training for Administrators: The Key that Turns Law into Quality
<u>Tacoma, Washington</u> Henry Bertness	The ACID Test

Working Papers from Other Conference Participants

JoAnn Balmer	Critical Concerns From a Community Perspective
Thomas Bowdle	Who Do You Think Should Belong to the Club?
Roberta Felker	Evaluation: What Questions Would Make a Difference If They Were Asked?
John Gavin	The Opportunity to Fail
John Glowe and Mary Raith	Projects with Industry: Its Social, Economic and Political Considerations
William Kritek	Elaborated Images, Realistic Aspirations and High Expectations
Victor Knorr	People in Education Get Pretty Much What They Expect
Harold McGrady	The New Three Rs of Exceptional Education: Rights, Roles and Responsibilities
Robert Menchel	Task Analysis and Restructuring Occupations for the Handicapped Science and Career Education for Handicapped Children
William Millsap	Pay Offs, Trade Offs and Equity in Assessment

Cecil Miskel	The Influence of School Structure in Intervention for Improving Services to Special Education Students
Carol Mortland	Integrative Components in Collaborative Evaluation: Social Science Analyses and Assessment
Martha Redden	Human Diversity as Resource
Daniel Sage	Weaving the Fabrics of Generalist-Specialist Leadership Training
Phyllis Stearner	The Importance of Human Variance in Less Restrictive Environments
John Waller	The Open Door Through Section 504
Richard Warren	Equal Access: Applied Policy and Assessment
David Wiles	Governance and Control in Implementing P. L. 94-142: Issues in Context
Kenneth Wyatt	Introductory Address - The Place of Questions and Inquiry in Access to Equity

Agenda

Thursday, July 12, 1979

Evening Program in Merchants Hall (refreshments and cash bar available)

- 7:30-8:00 Registration and meeting room assignments for Friday and Saturday sessions
- 8:00-9:00 Film: ANDY (winner of two 1977 Emmy Awards--"Special Event" and "Producer")
- 9:00-? Informal discussions and get-acquainted hour

Friday, July 13, 1979

Morning

- 8:00-8:30 Coffee and Danish
- 8:30-9:00 Welcome (Merchants Hall)
Kenneth Wyatt
- 9:00-11:30 Interdisciplinary-Based Working Sessions
- 11:30-1:00 Lunch

Afternoon

- 1:00-3:30 Disciplinary-Based Team Working Sessions
- 3:30-5:30 Refreshments, films and informal discussions (Merchants Hall)

Evening

- 6:00-7:30 Dinner
- 7:30-9:30 Mid-conference reports and discussions (Merchants Hall)
- 9:30-? Refreshments/cash bar

Saturday, July 14, 1979

Morning

- 9:00-11:30 Disciplinary-Based Working Sessions
- 11:30-12:45 Lunch

Afternoon

- 12:45-2:20 Negotiated Evaluation Working Sessions
- 2:20-2:45 General Evaluation and Self-Evaluation
- 2:45-3:15 Presentation of Negotiated Evaluation Summaries and Questions

Expanded Agenda

Thursday, July 12, 1979

Evening Reception in Merchants Hall (refreshments, cash bar)

7:30-8:00 Registration and meeting room assignments for Friday and Saturday sessions
8:00-9:00 Film ANDY
9:00-? Information discussion/get acquainted hour

Friday, July 13, 1979

Morning

8:00-8:30 Coffee & Danish
8:30-9:00 Introductory address by Kenneth Wyatt--"The Place of Questions and Inquiry in Access to Equity"

Interdisciplinary-Based Working Sessions

9:00-11:30

(see legend at bottom of page)

Nashville P. Shutt*	Dade W. Marshall*	Tacoma H. Bertness*	North Carolina P. Baars*	Milwaukee W. Mulloy*	Mesa R. McGivney*
S - Gordon Alley G/S - Walt Panko B - Thomas Bowdle A/S - Beth McIntire M - Jane Dotson P - Billie Say	S - Daniel Sage P - David Wiles B - Jack Webber A - Richard Warren M - Robert Menchel G - Lonnie Wagstaff	G - Jack Culbertson B - Allan Levit A - Carol Mortland P - John Glowe M - Mary Elaine Evans S - Nancy Kaye S - Lucille Thalman	SL - John Waller SL - Charles Rudiger M - Guillermo Cedeño B - John J. Morrone P - Mary Raith M - JoAnn Balmer B - Robert Winn	S - Kenneth Wyatt G - William Kritek B - Don K. Jones A - William Millsap P - Jeff Zettel M - Phyllis Stearner	S - James Yates G - Cecil Miskel B - Victor C. Knorr A - Roberta Felker P - Martha Ross Redden M - John Gavin

89

Activities for Interdisciplinary-Based Working Sessions

- 1) Reaction/discussion of working papers with a focus on each SAGE coordinator's paper
- 2) Clarification of problems stated in the working papers
- 3) Generation of three short narratives about the following:
 - a. creative use of diversity and resources to accomplish access for handicapped
 - b. beginnings of a conceptual framework to promote linkages among educators and worlds of work
 - c. relationship of "exceptionalities" to current policies generally assumed to exist in schools and worlds of work

*Coordinator

11:30-1:00 Lunch

90

Afternoon

1:00-3:30

Disciplinary-Based Team Working Sessions

Nashville/Dade Coordinators: Shutt, Marshall 1:00-1:45 General Education Admin. Professors 1:55-2:40 Applied Researchers/Assessment 2:45-3:30 Multi-Disciplinary Professionals	Tacoma/North Carolina Coordinators: Bertness, Baars 1:00-1:45 Special Education Admin. Professors 1:55-2:40 Business/Industry/Union 2:45-3:30 Applied Research/Assessment	Milwaukee/Mesa Coordinators: Halloy, McGrady 1:00-1:45 Policy Analysts 1:55-2:40 Special Education Administrators 2:45-3:30 General Education Administrators
---	--	---

Activities for each Disciplinary-Based Team Working Session:

- 1) Discussion of the issues generated during the early morning session from the team's basic perspective
- 2) Generation of 2-3 questions that if pursued by people in your specific discipline will focus on socio-cultural and political forms of access and linkages between education and worlds of work
- 3) Discussion of implications of these questions on pre-service and in-service leadership and management training programs

3:30-5:30 Refreshments in Merchants Hall followed by films and informal discussion. Films to be shown include:

- 1) A Different Approach
- 2) On the Line (D.L. 'Jack' Webber, International Telegraph and Telephone Corporation)
- 3) Who Do You Think Should Belong to the Club? (Thomas Bowdle, Kaiser Aluminum and Chemical Corporation)
- 4) Bi-Lingual Education at Kimbal School (Richard Warren, University of Kentucky)
- 5) How do we Believe? (Don Jones, International Business Machines)

Jack Webber, Tom Bowdle, Dick Warren and Don Jones will introduce their films and will be available for discussion following their showing.

6:00-7:00 Dinner

Evening

7:30-9:30 Mid Conference Reports and Discussions in Merchants Hall. Activities include a panel of Education Agency Coordinators and a mini-multi-disciplinary group which will discuss questions and issues generated during Friday's sessions. Audience and panel discussions follow. Each conference participant will receive copies of questions before the Reports and Discussions Session. (refreshments, cash bar)

Saturday, July 14, 1979

Morning

9:00-11:30

Disciplinary-Based Team Working Sessions

Nashville/Dade Coordinators: Shutt, Marshall 9:00-9:45	Tacoma/North Carolina Coordinators: Bertness, Baars 9:00-9:45	Milwaukee/Mesa Coordinators: Halloy, McGrady 9:00-9:45
---	--	---

Coordinators: Shutt, Marshall

Coordinators: Bortness, Baars

Coordinators: Hartley, Moore

9:00-9:45

Policy Analysts-Based Team

9:55-10:40

Business/Industry/Union

10:45-11:30

Special Education Administrators

9:00-9:45

General Education Administrators

9:55-10:40

Policy Analysts

10:45-11:30

Multi-Disciplinary Professionals

9:00-9:45

Multi-Disciplinary Professionals

9:55-10:40

Applied Researchers/Assessment

10:45-11:30

Business/Industry/Union

Activities for each Disciplinary-Based Team Working Session:

- 1) Discussion of the issues generated during the early morning session from the team's basic perspective
- 2) Generation of 2-3 questions that if pursued by people in your specific discipline will focus on socio-cultural and political forms of access and linkages between education and worlds of work
- 3) Discussion of implications of these questions on pre-service and in-service leadership and management training programs

11:30-12:45 Lunch

Afternoon

Negotiated Evaluation Working Session

12:45-2:45

12:45-2:20
(negotiated
evaluations)

2:20-2:45
(general and
self evaluations)

Nashville P. Shutt*	Dade W. Marshall*	Tacoma H. Bortness*	North Carolina P. Baars*	Milwaukee W. Hartley*	Mesa H. Moore*
S - Gordon Alley G/S - Walt Panko B - Thomas Bowdle A/S - Beth McIntire M - Jane Dotson P - Billie Say	S - Daniel Sage P - David Wiles B - Jack Webber A - Richard Warren M - Robert Henchel G - Lonnie Wagstaff S - Lucille Thalmann	G - Jack Culbertson B - Allan Levit A - Carol Mortland P - John Glowe M - Mary Elaine Evans S - Nancy Kaye	SL - John Waller SL - Charles Rudiger M - Guillermo Codeffo B - John J. Morrone P - Mary Rieth M - JoAnn Balmer B - Robert Winn	S - Kenneth Wyatt G - William Kritek B - Don K. Jones A - William Millsap P - Jeff Zettel M - Phyllis Stearner	S - James Yates G - Cecil Miskel B - Victor C. Knorr A - Roberta Felker P - Martha Ross Redden M - John Gavin
Each conference participant works on evaluation steps two and three (see pages 19, 21 in this manual).					

Activities for Negotiated Evaluation Working Session:

- 1) Each group will have copies of all the questions. Discuss whether or not the questions speak to issues of importance in the area of access to equity
- 2) Decide which questions would be more relevant to the issues of access in a sense that reaches beyond technical compliance concerns. If there are none, draw up questions that make sense to the group.
- 3) Participants need to look at the questions in terms of whether in a specific role (policy analyst, business, professor, etc.) they can take something back to their own work. If not, why not? What could be done to have the questions become relevant?
- 4) Choose an individual to briefly summarize the negotiations and present the agreed upon questions (decided upon in step 2) in the summary session
- 5) General and self-evaluation

93

*Coordinator

2:45-3:15

Summary Session in Merchants Hall
Presentation of Negotiated Evaluation Summaries and Questions

.....
 • A - Applied Social Science Researcher/Evaluator
 • B - Business/Industry/Union
 • G - General Education Administration Professor
 • M - Multi-Disciplinary Professionals
 • P - Policy Analyst
 • S - Special Education Administration Professor
 • SL - State or Local Education Administrator

Conference Expectations & Evaluation

EXPECTATIONS

Conference participants represent a variety of professions and sectors of our society. Expectations for the conference may vary accordingly. An individual's commitment and quality of participation will very likely have something to do with what that individual gets out of the conference.

Expectations change when one is in specific contexts. But the following expectations may provide a backdrop for individual participants to use in the general evaluation of the conference.

A Key Expectation

Formation of questions that bridge the gap between technical and mechanical issues of compliance and sociocultural and political forms of access.

Other Expectations

- 1) Dialogue among individuals who candidly identify and discuss problems related to various forms of access in our society.
- 2) Acknowledgement and understandings of how diversity can be used as a resource.
- 3) Acknowledgement and understandings of how context-based sociocultural and political problems related to appropriate learning environments can be reflected in the planning for pre-service and in-service leadership training.
- 4) Generation of ideas for forming linkages between and among

education agencies and the worlds of work.

5) Initial plans for addressing policy issues and evaluation through multi-disciplinary and collaborative approaches.

6) Formation of alliances to conduct future contextualized inquiry.

Conference expectations need not be limited to the above. Some individuals will have additional and different expectations. Some expectations will be more general and related to the conference as a whole. Others will be more specific and appeal to particular individuals. There should be some expectations of each kind on the part of individuals.

In evaluating the conference and one's own role in the conference, expectations need to be made explicit. For it is in examining and thinking about the expectations, about negotiating on what took place and about one's own responsible acts in the conference that meaningful evaluation may occur.

EVALUATION

Education has long suffered due to the paucity of relevant data generated by evaluation procedures. Many evaluation reports are about a program, a project, etc. and relay some perceived notions by an "objective" evaluator. Seldom are self-evaluations included as an important part of the evaluation procedures. Seldom are program, project, or conference evaluations negotiated by the various participants, thus reflecting collaborative efforts.

The evaluation component in this conference is part of the responsibility of each conference participant. The evaluation act is more

subjective than objective. One evaluator, Robert Stake, writes that "Subjective judgment is a central and essential part of the act of evaluation."¹ A critical attitude is also an important aspect of evaluation. The use of the word critical here does not imply negative comments only. It goes beyond negative or positive reactions to one's own participation in the conference and the conference in general. A critical approach to evaluation addresses basic assumptions and conditions that operate in certain contexts and which, in turn, provide impetus and guidelines for our actions. A critical approach provides a framework for our actions. We then can examine our actions in perspective and ask whether or not our reasons for our actions make sense.

Evaluation Steps

There are three evaluation processes in this conference. They include:

- 1) negotiated evaluation among inter-disciplinary teams,
- 2) individual participant evaluation of the conference in general using a set of expectations as a backdrop, and,
- 3) self-evaluation.

Time for evaluation steps two (2) and three (3) is from 2:20 p.m. to 2:45 p.m. on Saturday, immediately preceding the negotiation evaluation [step one (1)] activities. Evaluation sheets #2 and #3 immediately following this section of the manual are provided for your use in steps two and three. You may want to jot down notes throughout the conference to use in these parts of the evaluation. There are sheets for this purpose also provided at the end of this section.

The negotiated evaluations [step one (1)] take place from 12:45 p.m. to 2:20 p.m. Saturday during the Negotiated Evaluation Working Sessions. These sessions will be comprised of six separate groups working simultaneously. The groups will be made up of the same participants as those in the Friday morning Interdisciplinary-Based Working Sessions. The negotiated evaluation discussions should focus on the relevance of the questions generated during the Disciplinary-Based Team Sessions Friday afternoon and Saturday morning. The following "guideline"-questions are examples that may provide a framework for these negotiated evaluations.

1) In general, i.e., across disciplines, do the questions generated in the Friday afternoon and Saturday morning sessions speak to issues of importance in the area of access to equity? Select which questions would be more relevant to the issues of access in a sense that reaches beyond technical compliance concerns. (Each working group will have a copy of the questions.)

2) Look at the questions in terms of whether in your specific role (policy analysts, business, special education administration professor, etc.) you can take something back to use in your own work. If not, why not? What could have been done to have made the questions become relevant to you?

During the Negotiated Evaluation Working Session, choose an individual to briefly summarize the negotiations and present the selected questions (decided upon in step 2) in the summary session which immediately succeeds the Negotiated Evaluation Session.

Name _____

EVALUATION STEP #1 - Negotiated Evaluations

1) In general, i.e., across disciplines, do the questions generated in the Friday afternoon and Saturday morning sessions speak to issues of importance in the area of access to equity? (Each working group will have a copy of the questions.) Select which questions would be more relevant to the issues of access in a sense that reaches beyond technical compliance concerns.

2) Look at the questions in terms of whether in your specific role (policy analysts, business, special education administration professor, etc.) you can take something back to use in your own work. If not, why not? What could have been done to have made the questions relevant for you?

Name _____

EVALUATION STEP #2 - Evaluation by individual participants of conference
in general

1) Which conference expectations were met?

2) Which ones were not met?

3) If you use different expectations than the ones presented in the conference manual in the evaluation section (page 13), please identify your expectations and then answer the above questions on your own.

4) What rational next steps do you feel that individuals on a collective basis might take following this conference? Or, on an individual basis?

100

When completed, please tear out and turn in
to Working Session Coordinator

Name _____

EVALUATION STEP #3 - Self-critique

- 1) What role (s) did you see yourself playing in this conference?

- 2) Did the conference role make any sense? Why or why not?

- 3) As an important player in the conference, what do you think went right? What could have gone differently?

- 4) If these questions are not appropriate for you, write your own questions and answer them. Or just write questions that do make sense to you in terms of an individual assessing his or her own responsibility for making a collaborative effort, such as this conference, work.

Conference Agenda in a Context

This conference is attended by participants from various sectors of our society and encompasses all the biases and imperatives we carry with us to this meeting. The conference will not focus on how technical assistance can be delivered most effectively to school systems, nor how the laws for the handicapped can be legally interpreted. Providing technical assistance is an easy task in comparison to some others we hope to undertake at this meeting. Laws are only interpreted and the contexts in which interpretations take place vary from one location to another. Local policies in schools and in the worlds of work need to be "owned" by the constituents before any law can be turned into something qualitatively significant.

The creative imaginations of each participant are the most important resources we have at this meeting. This may seem somewhat ambiguous but ambiguity is important at this time, because the task is one of posing problems and generating questions. The task is not one of problem-solving. Ambiguity is a healthy sign. Each person probably views differently from other participants both the difficulties of providing the least restrictive environment for handicapped and the potential solutions to those difficulties. To provide you the perspectives of other conference participants is one reason the working-papers have been forwarded to you to read before the conference. Reading these papers affords some basis for dialogue in the small group sessions.

Using one's imagination to address emerging contexts in education and in the worlds of work is the rationale for this conference.

What would the nature of pre-service and in-service training programs for educational leaders be like in an integrated context of exceptional and general education? What is it that we need to understand about the worlds of work to better educate students to live in a post-affluent society.² How can we apply what we learn about providing least restricting environments for handicapped to least restricting environments for all individuals? How can parents and other community members serve in collaborative roles with educational and worlds of work leaders? These questions call for us to examine our basic socio-cultural and political imperatives, and require of us collaborative evaluation as well as self-evaluation which can address some common directions and concerns in education and the worlds of work.

Currently, educators and several of the other professions and perspectives represented can hardly benefit from collaborative evaluation attempts, since our purposes and concerns are so disparate. This is not to say that the directions in all parts of education and the worlds of work need to be the same. But if some understandings of the constraints of both of these worlds are mutually shared, then life-long learning and vocational development for handicapped individuals, as well as others, may become possible. Gaining entry into the worlds of work with the opportunity to succeed as well as to fail is an integral part of what it means to live successfully in our society. Self-expression through learning and work are rights we all should have. It is unfortunate that these rights have to be legislated.

At this conference, we need to face the responsibility of identifying the concerns, problems and appropriate questions facing leaders in

various sectors of our society. Some common concerns, problems and questions would unify both efforts and resources.

These problems and questions are not to be identified either by guessing or hypothesizing. They need to arise from the various contexts represented at the conference. We have the spokespersons here. Along with our creative imaginations and our experiences in various contexts, our most valuable resources are the honest commitments we have to work collaboratively with each other during the two and one quarter days we have together. We need to listen to others carefully and speak after we have given some thought to what we are going to say. We should attempt to avoid reliance on language idiosyncratic to various disciplines.

Some of the most significant changes in our society have come about through rational persuasion and argumentation. Court decisions and legislation have been far more instrumental than aggregates of objective data in generating societal landmarks (i.e., 1954 Brown vs. Board of Education, 1971, the PARC Case in Pennsylvania). During this conference we can collaboratively critique our respective attempts to provide authentic least restrictive environments and generate questions holding some meaning for the various sectors represented. We all know this is not any easy task. But it is important to enough of us that we will come to the conference with the commitment to attempt that task.

Once questions have been posed, tasks then become multidimensional and reach far beyond the conference. Research and evaluation, which recognizes the nature of the data under inquiry, and political assertiveness are required. Pre-service and in-service leadership training

programs need to address the nature of an enterprise that can provide all forms of access to individuals rather than focusing primarily on strategies for setting and satisfying institutional and programmatic goals and for technically complying with legal mandates.

The agenda will be discussed in detail below. If after reading the agenda on page 9, the Expanded Agenda on pages 10-11, and the "Conference Agenda in a Context," you have questions as to your role or the activities in which you will participate during the conference, please contact Ellen Herda at (614) 422-2564. It is important that each participant has an understanding of the nature of this conference as well as an understanding of the activities during the conference days. It is equally important that the working-papers are read before coming to the conference.

Thursday Evening

The conference will begin Thursday evening, with registration at 7:30 p.m. at the Drawbridge Motor Inn in Cincinnati, Ohio (actually, it's in Ft. Mitchell, Kentucky). At 8 p.m., the 60-minute color documentary film, ANDY, will be presented. This film is the winner of two 1977 "Emmy" awards in the categories of "Special Event" and "Producer." The producer/director, Mary Elain Evans, and the assistant director, Guillermo Cedeno, will be with us Thursday evening. ANDY is not merely a show-and-tell film about a handicapped farm boy, but a means of seeing the handicapped issue in a larger context. Conference participants are invited to exchange their questions, ideas, impressions, etc. with each other and with Mary and Guillermo after the film viewing.

Friday Morning

Friday morning we will meet for coffee and Danish at 8 a.m. in Merchants Hall. At 8:30 a.m., Kenneth Wyatt will welcome us with a brief overview of The Place of Questions and Inquiry in Access to Equity.

At 9 a.m., each conference participant will go to his or her Interdisciplinary-Based Working Session. These sessions will last from 9:00-11:30 a.m. (meeting room assignments will be given at registration Thursday evening). Each session will be coordinated by an administrator from one of the education agencies that has participated in the SAGE project for the last three years. Participants in these sessions will represent the various professions and perspectives represented at the conference. The Working Sessions' membership will be the same for Saturday afternoon's sessions as for Friday morning's sessions. Activities for Friday morning's sessions will be discussed immediately. Other sessions' activities will be discussed below.

The Interdisciplinary-Based Working Sessions will focus on the working-papers of the SAGE education agency administrators who are coordinating the sessions. Again, it is important to read the working-papers before the conference begins. The activities for the Friday morning Interdisciplinary-Based Working Session include the following:

- 1) Reaction and discussion of working-papers, focusing on each SAGE coordinator's paper
- 2) Clarification of problems stated in the working-papers
- 3) Generation of three short narratives about the following:
 - a. creative use of diversity and resources to accomplish access for handicapped

- b. beginnings of a conceptual framework to promote linkages among educators and worlds of work
- c. relationship of "exceptionalities" to current policies generally assumed to exist in schools and worlds of work

Friday Afternoon

The Friday afternoon Disciplinary-Based Team Working Sessions will be held from 1:00-3:30 (meeting room assignments will be given out during registration Thursday evening). Discussions during these sessions focus on the particular disciplines and perspectives represented at the conference.

The Disciplinary-Based Team refers to each of the areas of representation at the conference. Specifically, they are the General Education Administration Professor Team, Applied Social Science Researcher/Evaluator Team, Business/Industry/Union Team, Multi-Disciplinary Profession Team, Policy Analyst Team, Special Education Administration Professor Team. (See pages 5 and 6 for each team's membership. Each Team will work with a pair of the SAGE coordinators. Since we do not have enough time for six different sets of individuals to work with each education agency, the education agencies will be paired as follows: Nashville/Dade, Tacoma/North Carolina, and Milwaukee/Mesa.

The purpose of the Disciplinary-Based Team Working Sessions is to provide an opportunity for each discipline or area of representation at the conference to examine the short narratives written during Friday morning's session from a more specific perspective and to generate questions in conjunction with the SAGE Coordinators. The activities for this session are three fold. The first part of this session is devoted to discussion of the narratives generated Friday morning.

The second activity will be the generation of questions that focus on various forms of access to equity. There should be some time allowed for discussion of implications of these questions on pre-service and in-service leadership and management training programs.

There will be three forty-five (45) minute time periods Friday afternoon for each Team to meet with each pair of education agency coordinators. The scheduled time period for each team is indicated in the Expanded Agenda, page 10. Specific meeting room assignments will be given out Thursday evening during the reception. Please be familiar with where you are to be at what time.

There are blocks of time when the Discipline-Based Teams will not be scheduled to be involved in a Working-Session. At these times it would probably be beneficial and interesting for the teams to meet informally to discuss their own perspectives within their discipline, or area of representation, and the best ways to approach issues in a collaborative fashion during the Working Session. Many individuals have written working-papers. Once more, it is important to read these papers before the conference, since they will provide a basis for dialogue as well as provide ideas about where someone's "head is at" regarding issues. If you look at the scheduling for the Discipline-Based Teams, you will note there is not much time for unrelated issues to be discussed during the allocated time slots. Some issues need to be identified with the Discipline-Based Team before joining the education agency administrators. It would be helpful if the forty-five minute period could begin with some identified issues that reflect the team's perspective. There are bound to be various opinions and differences, but it can be assumed

some basic problems or general perspectives reflect each discipline overall.

Since the General Education Administration Professor Team, Special Education Administration Professor Team, and Policy Analyst Team begin the 1:00-1:45 time period with Nashville/Dade, Tacoma/North Carolina and Milwaukee/Mesa respectively, it might be useful for the individuals in these Teams to have lunch together. Other Discipline-Based Teams can meet during the "free" forty-five minute periods.

From 3:30-4:00 refreshments will be served in the Merchants Hall. From 4:00-5:30 there will be films shown in the Merchants Hall. The people responsible for these films will be present. The films represent various responses by industry and others to the issues of access to equity. (See the Expanded Agenda for more detail.)

Friday Evening

Friday evening, after dinner, from 7:30-9:30 in Merchants Hall, there will be mid-conference reports and discussions led by a panel of Education Agency Administrators and individuals from other areas of conference representation. Reports and discussions will focus on issues generated during the day and general implications of these issues for leadership and management programs. Audience and panel discussion will follow, with refreshments and a cash bar available.

Saturday Morning

The Saturday morning Disciplinary-Based Working Session will follow the same format and activities as Friday afternoon's sessions. See the

Expanded Agenda for time slots for the various Discipline-Based Teams.

Saturday Afternoon

After lunch on Saturday, the Negotiated Evaluation Working Sessions will take place (room meeting assignments given out Thursday evening), followed by the Summary Session in Merchants Hall. For details on the Negotiated Evaluation Working Session, see the "Conference Expectations and Evaluation" section of this manual.

During this conference we can all look forward to several hours of interaction with informed and interesting people from across our society. The reading of this conference manual may have changed your idea of what the conference is about. We hope this is something you can identify with in terms of time, interest, and commitment. We may be asking some distressing, but important questions. It is time educators and other members of our society take a reflective look at our attempts to provide educational and work contexts that generate quality life-long opportunities for all individuals.

110

References

1. Stake, Robert E. "More Subjective." Educational Evaluation and Policy Analysis 1, 1 Jan., Feb. 1974, pp. 45-47.
2. Gaspert, Gary. Post-Affluent America/The Social Economy of the Future. New Viewpoints, Division of Franklin Watts, 1979.

COLLABORATIVE LEADERSHIP CONFERENCE

Cincinnati, Ohio

July 12-14, 1979

Participant List

Gordon Alley

Professor of Special Education
Research Team Leader
Kansas Research Institute in
Learning Disabilities
377 Haworth Hall
University of Kansas
Lawrence, Kansas 66045

JoAnn Balmer

Community Representative
Site Manager of Occupational
A.C.T.I.O.N.
9702 East B
Tacoma, Washington 98445

William Belmont

International Business Machines
8050 Hosbrook Road
Cincinnati, Ohio 45236

Thomas Bowdle

Director
Equal Opportunities Affairs
Kaiser Aluminum & Chemical Corp.
300 Lakeside Drive
Oakland, California 94004

Elbert Brooks

Superintendent
Nashville Metropolitan Schools
2601 Bransford Avenue
Nashville, Tennessee 37204

Guillermo Cedeno

Independent Film Producer
2620 Indianola #A
Columbus, Ohio 43202

Jack Culbertson

Executive Director
University Council for Educational
Administration
29 West Woodruff Avenue
Columbus, Ohio 43210

Jane Dotson

Director
Human Services
Northern Kentucky University
Room 542, Science Building
Highland Heights, Kentucky 41076

Avery Dotson

Rehabilitation Specialist
c/o Jane Dotson
Northern Kentucky University
Room 542, Science Building
Highland Heights, Kentucky 41076

Mary Elaine Evans

Independent Film Producer
2620 Indianola #A
Columbus, Ohio 43202

Roberta Felker

Research and Evaluation
Department of Educational Administration
University of Wisconsin/Madison
1025 West Johnson Street
Madison, Wisconsin 53706

John Gavin

Director of Research Affairs
Miles Laboratories, Inc.
26827 Sturdy Oak Drive
Elkhart, Indiana 46514

Ellen A. Herd

Associate Director
University Council for Educational
Administration
29 West Woodruff Avenue
Columbus, Ohio 43210

Don K. Jones

Regional Personnel Manager
International Business Machines
8050 Hosbrook Road
Cincinnati, Ohio 45236

Nancy L. Kave
 Department of Special Education Adminis-
 tration
 University of Wisconsin/Madison
 1025 West Johnson Street
 Education Science Building
 Madison, Wisconsin 53706

Victor C. Knorr
 Industry Specialist
 Electronic Industries Foundation
 2001 Eye Street NW
 Washington, D. C. 20006

William Kritek
 Professor
 Department of Administrative Leadership
 University of Wisconsin/Milwaukee
 Enderis Hall
 Milwaukee, Wisconsin 53201

Allan Levit
 Director
 Projects with Industry
 Research for Better Schools
 444 North Third Street
 Philadelphia, Pennsylvania 19134

John Marrone
 Professor
 Labor Education and Research Services
 Ohio State University
 1015 Vine, Suite 706
 Cincinnati, Ohio 45202

Beth McEntire
 Department of Special Education
 Education Building 306
 University of Texas at Austin
 Austin, Texas 78712

Robert Menchel
 Employment Opportunities Analyst
 National Center on Employment of the Deaf
 National Technical Institute for the Deaf
 1 Lomb Drive
 Rochester, New York 14623

William Millsap
 Department of Sociology & Anthropology
 Southwest Texas State University
 San Marcos, Texas 78666

Cecil Miskel
 Professor and Associate
 Vice Chancellor of Research, Graduate
 Studies and Public Services
 School of Education, Bailey Hall
 University of Kansas
 Lawrence, Kansas 66145

Carol Mortland
 Anthropologist
 Department of Anthropology
 University of Oregon
 Eugene, Oregon 97403

Walter L. Panko
 Associate Director
 University Council for Educational
 Administration
 29 West Woodruff Ave.
 Columbus, Ohio 43210

Martha Ross Redden
 Director
 Project on the Handicapped in Science
 American Association for the Advancement
 of Science
 1776 Massachusetts Avenue NW
 Washington, D. C. 20036

Charles Rudiger
 Superintendent
 Huntington Free Union School District
 Box 1500
 Huntington, New York 11743

Daniel Sage
 Professor, Chairperson
 General and Special Education Administration
 Department
 Syracuse University
 805 S. Crouse Avenue
 Syracuse, New York 13210

Billie Say
 Attorney
 Affirmative Action Coordinator
 Nunn Hall, Room 300
 Northern Kentucky University
 Highland Heights, Kentucky 41076

Diane M. Schneider
 Attorney
 Director of the Developmental
 Disabilities Law Project
 619 Delmar Place
 Covington, Kentucky 41014

Pamela Simpson
 Kentucky State AFL-CIO
 Handicapped Employment Program
 706 East Broadway
 Louisville, Kentucky 40202

Phyllis Stearner
 Radio-Biological Researcher
 Argonne National Laboratory
 9700 South Cass Avenue
 Argonne, Illinois 60439

Curt Teller
 Program Director
 Kentucky State AFL-CIO
 Handicapped Employment Program
 706 East Broadway
 Louisville Kentucky 40202

Lucille K. Thalmann
 Child Find Program
 3 View Road
 Setauket, New York 11733

John Waller
 Director, Office of Compliance/
 Section 504
 Division of School Programs
 Branch of Special Education and Pupil
 Personnel Services
 New Jersey State Department of Education
 225 West State Street
 Trenton, New Jersey 08625

Richard Warren
 Anthropologist
 Departments of Anthropology & Education
 University of Kentucky
 Lexington, Kentucky 40506

David Wiles
 Professor
 Educational Policy, Programs & Institutions
 State University of New York at Albany
 Education 321
 1400 Washington Avenue
 Albany, New York 12222

Robert Winn
 Director
 Center for Labor Education and Research
 643 Maxwellton Court
 University of Kentucky
 Lexington, Kentucky 40506

Kenneth Wyatt
 Professor
 Special Education and Administration
 Georgia State University
 University Plaza
 Atlanta, Georgia 30303

Jeffrey L. Zettel
 Specialist for Policy Implementation
 Governmental Relations Unit
 The Council for Exceptional Children
 1920 Association Drive
 Reston, Virginia 22091

Local and State Education Agency SAGE Participants

Fred Baars
 Staff Development Specialist
 Department of Public Instruction
 451 Education Building
 North Carolina State Education Agency
 Raleigh, North Carolina 27611

Henry Bertness
 Assistant Superintendent for Pupil
 Personnel Services
 Tacoma Public Schools
 P. O. Box 1357
 Tacoma, Washington 98401

William Malloy
 Assistant Superintendent of Exceptional
 Children
 Milwaukee Public Schools
 Administrative Building
 5225 Vliet Street
 Milwaukee, Wisconsin 53201

Wylamerle Marshall
 Executive Director
 Division of Exceptional Child Education
 Dade County Schools
 733 East 57th Street
 Hialeah, Florida 33013

Harold McGrady
Director of Special Education
Mesa Public Schools
549 Stapley Drive
Mesa, Arizona 85201

Phyllis Shutt
Coordinator of Administrative Staff
Development
Metropolitan Public Schools
2601 Bransford Avenue
Nashville, Tennessee 37201

REPORTS ON ACTIVITIES

Interdisciplinary-Based Working Sessions

The first activity of the conference was the Interdisciplinary-Based Working Sessions. Individuals from the various disciplines and sectors of society represented at the conference met to react to the working-papers, clarify the problems addressed in the the working-papers and to generate short statements about the following:

- a. Creative use of diversity and resources to accomplish access for the handicapped
- b. Establish the beginnings of a conceptual framework to promote linkages among the educators and worlds of work, and
- c. Discuss the relationship of "exceptinalities" to current policies generally assumed to exist in schools and worlds of work.

There was a recorder for each group. What follows is each group's report.

A. NASHVILLE, TENNESSEE; Coordinator: Phyllis Shutt

1. Creative Use of Diversity

For programs to be effective, whether in education or worlds of work for handicapped, change and creativity must occur at the community/local level first. Values must be assessed.

Needs exist for more communication, more realistic information provided; communication of the 'how to' to the doers, showing how to provide for and involve the handicapped. Resources should be made available to facilitate communication. Grouping and regrouping at regional and local levels is essentially for making appropriate use of resources.

There is a need for more assertive advocacy and delineation of how human values are inextricably bound up with science, technology and successful living.

The government should evaluate its policies so that they are supportive of mainstreaming rather than conflicting with it.

A coalition of education, industry, and community resources is needed to provide a shared responsibility for resources for the handicapped. Resources need to be thought of as material, economical and human. Creativity is demanded to change basic attitudes toward handicapped.

2. Beginnings of a conceptual framework to promote linkages among educators and worlds of work.

Local linkages, formally made, should be the basis of a framework designed by scientists, social scientists, community representatives.

School/community have a responsibility to let industry know its needs, and vice-versa. Employment on all levels for the handicapped will only become a (potential) reality if basic human values are critically examined. This meeting is one of the first attempts on a national level to involve a variety of representatives from our society to critically look at what we are doing and where we need to go.

Dialogue between constituents who provide services to the handicapped is preliminary to a linkage framework.

Resources can be shared by bringing people from the world of work into education, and sending handicapped students into industry/business/professions.

There is a need to devise ways to access those who are hesitate in serving the handicapped into advocacy.

Personnel interchange between education and industry can facilitate linkages.

3. "Exceptionalities" and current policies in schools and worlds of work

Educational responsibility for the handicapped should be expanded into lifelong opportunity for education through cooperation of schools, industry and community.

Flexibility in providing education to the handicapped must be provided by allowing movement in and out of education and the world of work.

Mainstreaming must be more clearly defined and not equated with "free and appropriate education."

The relationships among science, technology and human values need to be critically assessed in light of the handicapped equity issue and life-long learning opportunities. These three areas of our society can be creatively "unified" in handicapped equity efforts.

B. DADE COUNTY, FLORIDA: Coordinator: Wylamerle Marshall

1. Creative use of diversity

A creative use of diversity would be to initiate an advocacy position of having handicapped determine what "diversity of need" means, to

accurately describe and alleviate the consequences of what a particular organizational context means in terms of exceptional qualities. Resources need to be invested to understand why present organizations (education, business, etc.) do not meet the needs of handicapped and what actually happens when there is a law that forces equity. The law falls short. Emphasis needs to be on educating people about the place and use of diversity in our society. We have relied on reduction and the "norm" for too long. These concepts serve us poorly.

2. Beginnings of a conceptual framework to promote linkages among educators and worlds of work.

Before the worlds of education and work can be linked, the differences between these two worlds need to be studied and experienced by handicapped. Linkages can only be made when the discrepancies in each world's effort to address equity for handicapped are understood. Business, education and community are keys to access to political and social forms of equity--but at present too little is known about each to promote linkages that will work.

Applied social sciences need to be opened up to handicapped. Then understandings will emerge that will form the basis for linkages.

3. "Exceptionalities" and current policies in schools and worlds of work

Existing policies reflect the notion that "handicapped" are different and that we have to "make up" for these differences by legislating equity. Emphasis is now on enforcement, training, classification, etc. We need to turn it around so policies reflect a positive acceptance and creative use of diversity. We have a long way to go.

C. TACOMA, WASHINGTON: Coordinator: Henry Bertness

What's the challenge to us in light of the shrinking economy?

- assist the handicapped to be productive economically
- economic production of the handicapped will be variable
- crime is a socioeconomic condition, and education must find ways to decrease crime
- dependency must be reduced

In order for teachers and leaders in school to establish a setting that allows students to learn, they need to deal with the issue of variability . . . in human beings, in school systems, in wide variety of resources. Creative use of diversity (the term has "diverse" meanings) requires that normality not mean sameness, variance is a human condition, and the variance is positive. Recognition of variance must be included in pre-service and inservice programs. It also must be addressed on community-wide bases.

D. NORTH CAROLINA; Coordinator: Fred Baars

1. Creative use of diversity

Reallocation and redirection of resources (business, government, community, internal and external) to raise general awareness of needs to accomplish access for the handicapped. General need for the educational establishment to become pro-active rather than re-active to deficiencies identified by external forces. Diffusion of power and control within the establishment to parents, teachers, community members, and clients. Need for a new arsenal or inventory of tools and techniques to enable educational leaders to manage, lead, and "orchestrate" a scenario to move in the direction of equity--for all. This goes beyond the current array of university programs and courses--new models and approaches--new sources of leadership and direction.

2. Beginnings of a conceptual framework to promote linkages among educators and worlds of work.

We strongly encourage further communication and conferences--workshops, seminars, including and involving the power people--from business, industry, government, unions, handicapped agencies and the educational establishment. Further--a need for a better understanding or definition of the "world of work"--examination of concepts such as "profitability" vs. "humanity."

3. "Exceptionalities" and current policies in schools and worlds of work

"Exceptionalities" are not in the "mainstream"--talking more in terms of "goals" rather than realities--need for a much better understanding of the concept of Least Restrictive Environment--and the need for mobility between various restrictive levels of educational environment. The concept of Least Restrictive Environment needs to be developed on a community wide basis for all humans with diverse value systems.

E. MILWAUKEE, WISCONSIN; Coordinator: William Malloy

1. Creative use of diversity

The realization that resources are declining should encourage the development of strategies that promote cross-utilization of resources between education, worlds of work, and communities.

Using electronic technology to increase the accessibility options for the handicapped. This cannot be done without a close look at the human values underlying the development of the technology.

2. Beginnings of a conceptual framework to promote linkages among educators and worlds of work

The use of successful handicapped individuals as facilitators (counselors, role models, etc.) in linking educators and the worlds of work.

Increasing the knowledge base and sensitivity of the education and employer participants in linkages. Acknowledging the political and value laden nature of such linkages.

Combining the goals of linkages with a planning and evaluating process before collaborations are initiated. Participants involved in such a process must take part in the evaluations. The objective "evaluator" would not understand if it was working or not. Consumers must evaluate the "products."

3. "Exceptionalities" and current policies in schools and worlds of work

Preconceived notions of the handicapped differences are often reflected in the vocational training and placement programs developed by education and/or the worlds of work.

Current policies generally reflect the notion that handicapped are "devalued" rather than valued. People who formulate policy need to understand the difference between "different" and "inferior."

F. MESA, ARIZONA; Coordinator: Hal McGrady

This "stream of consciousness" reflects one of the principles we espouse here: diversity. It doesn't always have a logical "flow;" it asks sometimes contradictory questions. But it looks at some of the issues involved in our process of exploring the concepts of exceptional education--and it's what we came for.

Before we could begin to look at the issue of "handicapped," it became imperative that we look at the broader issue of "deviance."

We began with a statement: "all handicaps (deviance) are socially determined"--our terminology (i.e., learning disabled, maladjusted, poor, minority), is measured (explicitly or implicitly) against a "norm," (i.e., normal, well-adjusted, middle income, majority), which is defined by a group of people (real folks with their own needs, agendas, etc.)-- We need to remember that.

Now . . . we do have people defined by existing norms as "deviant." So what? What's the place of legislation? Is it the cause or the result of pressure for change? Or can it be dichotomized that discretely? Laws cannot be divorced from the economic/political/social contexts in which they are created and implemented. So what purpose do they serve? If the law "works" (if any law which creates a class of deviants "works")--if the sick folks become well, then the "helpers" (doctors, teachers . . .) are no longer needed--we have, in fact, eliminated the necessity for our positions as dispensers of knowledge, medicine . . . what kinds of human values are we really talking about?

Where, really, is the point of intervention? How do we make a difference? What "difference" do we want to make? Is the key to look at administration? Is the teacher, by definition, the primary impact point? What does "leadership style" imply for what is permitted (encouraged?) in schools? Is it more true than not that what the law does is give the person "at the top" the power to "order" interaction/compliance/collaboration? If we mandate these, what can we achieve, at best and at the least?

WHAT ARE OUR GOALS? For "special" kids--for "regular" kids? After brief talk of "full education" and "living & learning from each other"--we came back to the issue of how school staff interact . . . and the issues came back to questions of commitment and the changing of administrative structures of schools.

What is the goal of interaction between special and general educators? Is it functional? How do we define "effective interaction"? Again--interaction toward what end? The role of "expertise" enters in--do special educators share their "technologies" or "expertise"? Does this in fact create yet another dichotomous situation of "haves" and "have-nots"?

1. Does legislation impact service delivery?
2. Does legislation reflect general societal interests of special interests? The answer is clear--the implications for implementation are less clear.
3. What are factors in schools that impact on implementation?
 - commitment (to what?)
 - administrative organization
 - community support
4. What's the goal of "special" education? Where does the concept of "normal" fit in? What does education mean? What's the difference between "normalize" and "homogenize"? If these reflect a diversity of values, we need to address this issue systematically and critically.

QUESTIONS GENERATED

Disciplinary-Based Team Working Sessions

The second type of small group activity was the Disciplinary-Based Team Working Sessions. Individuals from the same discipline (i.e., social science, general education, exceptional education, business/industry) met with the field-based SAGE coordinators to generate questions that focused on sociocultural and political forms of access and linkages among education and worlds of work. Discussion of implications for leadership training in pre-service (Institutions of Higher Education preparatory programs) and inservice (training of educational personnel currently in the field) were also part of these sessions. Each of the six session's reports is presented below, followed by Saturday morning's discussion, and a proposed project for education and industry.

Reports

A. APPLIED SOCIAL SCIENCE RESEARCHER/EVALUATOR

Research is assumed to be a "collaborative" effort by this group.

1. "spread the roots"--How can we (researchers, practitioners) put ourselves on the line with regard to evaluation and our own values?
2. How can evaluation provide a basis for future humanistic action? How does one "capture" the essence of an experience to share with others?
3. How do we make an evaluation "design" address the practitioners' bottom line(s)? For example, in the SAGE context, we "value (bottom-line) what happens to the kids in the classroom--how can we find out how that is being affected?
4. How can an evaluation "design" provide an indication of "progress" for 25,000 students? Who's involved? Who is seen as "credible" in the role of evaluator?
5. What kinds of forces have been "unleashed" that are now hard to deal with? A more germane question than "what's the result?" may be, "what's going on?"--"What do people feel about what's going on?" Our attitudes and values are more important than any legislation or mandates.

6. How can evaluators be involved from the beginning in looking at what's happening in program content/process? How can the biases of both researchers and participants be made to work positively toward answering both the question of "what's going on?" and "what's going on that makes a difference in this setting?"
7. If the distinct personnel can identify the "minor universes," can we then begin to work out a way to combine "quantitative" and "other" forms of evaluation toward really making a difference?
8. What experiences are schools & work sites sharing with respect to increased leverage exerted by groups such as the handicapped? This may, in fact, be part of the "what's going on?" question . . . are these folks (school/industry/community) asking the same questions?
9. How can evaluators begin to use the new type of evaluation data-- i.e., data which include description as well as quantification, and ambiguity as opposed to statistical certainty?
10. Some critical "district-based" concerns: How can the evaluator and the faculty share the data? How can the evaluator deal with the interpretation of these data without being offensive? How can the evaluator share interpretations, admitting both our biases and our ambiguity?
11. How can we provide for a "cyclical" evaluation process where both the evaluator and the educators read, write, critique and react at all stages in the project process, from initiation through completion/renewal.
12. What can we do to increase the "inquiry" commitment of both researchers & practitioners? Is inquiry really legitimized in research, or are we really utilizing a "garbage-can" model where what we are looking for is questions to legitimize our already-determined answers?
13. How can we give the bottom-line practitioners (i.e., teachers) a stake in research? (This doesn't question the validity of the goals of research, however, or who determines these goals.)

B. BUSINESS/INDUSTRY/UNION

1. Are there ways to provide communication among community and education in view of the diversity of values in our society? Should there be one? (two-way) This question relates to the education of teachers and their relation to knowing what to teach.
2. Should there be an advocate, career counselors, vocational specialists, to act on behalf of handicapped persons and to insure that vocational ~~needs~~ ^{needs} are met and handle the transition between school and the competitive world of work? How can the different value systems be translated so there is awareness and commitment to political, social and humanistic forms of equity in the worlds of work?

3. What types of programs are training handicapped students with the job skills needed by business and industry? What is education's role in meeting the needs of industry and the needs of the handicapped student?
4. What is the role of developmental education and vocational programs in working with handicapped students? Do these programs serve the special needs of the handicapped?
5. What is the role of the work force, labor organizations in communication with educational organizations?

C. GENERAL EDUCATION ADMINISTRATION PROFESSORS

Issue 1

Background: The principal seems to be important in delivery of services to individuals with handicaps. Declining enrollments, tenure laws, and similar factors result in low principal turnover. Many principals may have narrow views of the need for services. In addition, the human variance in society, students served, and leaders themselves raise questions about how principals' preparation can be enhanced.

Specific

- Questions:**
1. What type of inservice training is needed for principals to meet the needs for compliance with equal access?
 2. How can community individuals activity partake in such an inservice program?

Issue 2

Background: An incompatibility seems to exist between the educational expectations of schools and business and industry. Schools view education as the basics--reading, writing, and arithmetic. But in the world of work, social skills are emphasized. Individuals with handicaps, in particular, need a curriculum for social living; that is, they need skills to "get along" with colleagues and supervisors. For example, if a person misses a bus for work, the verbal-social skills must be adequate to explain the problem to the superior rather than withdrawing to the home or shelter.

Specific

- Questions:**
3. What are the needed modifications in schools (all levels) and business and industry and community to help with the transition from the educational to work session?
 4. How and why do principals initiate barriers to the successful implementation of exceptional educational programs?
 5. How may school systems develop a prolonged transitional period for non-achievers and ex-ed students moving from school systems to industry?

D. MULTIDISCIPLINARY PROFESSIONALS (Physical and Social Sciences)

1. Who are the handicapped people we're discussing? We need more data. There is a tremendously valuable diversity represented here today. How can each community access this diversity to use in meeting needs?
2. Is there a single system? What is it? In what ways IS it working?
3. Still a question of ATTITUDES--if we don't spend time changing attitudes there's no advantage to changing systems and spending thousands on new equipment; i.e., love and concern should replace the adding-on of more and more expensive equipment.

E. POLICY ANALYSTS

1. Should there be mandatory, both inservice and pre-service, training to improve access for the handicapped? If so, what should these programs include so that they would move beyond the technical compliance issues?
2. How are policy decisions made as to the placement of children and dissemination of resources?
3. To what extent, if any, can certain attitudes toward the handicapped be changed?
4. Policy analyses are highly intertwined with diverse sets of values. This is seldom recognized but needs to be recongized for research or policy analyses to be relevant to handicapped issues. Why can't handicapped be involved along with non-handicapped in research and policy analyses?

F. SPECIAL EDUCATION ADMINISTRATION PROFESSORS

1. Should we have special classes, inservices, student development, for regular educators? (teachers, principals, or superintendent) to improve the access of handicapped children to education?
2. Does interpretation mean variance, or vice-versa?

Saturday Morning Discussions

A. QUESTIONS AND RELATED COMMENTS

1. With reference to special (protected) U.S. general funding, are the handicapped a primary concern?
2. How do we reach "normal" adults and help them feel comfortable with handicapped?
3. How do we eliminate superficial interactions with disabled?

4. People don't want to hear what reality is, they want to hear the "ideal." This needs to be acknowledged. We have to learn to live with a diverse value system supporting many special interest groups. This meeting is a beginning. Why can't there be more of them?
5. Does the existing hierarchy need to accept, relate, communicate with the handicapped, i.e., one of the groups the hierarchy serves?
6. If systems are threatened by loss of control, things can change.

Scarcity of funds can result in a threat, and in collective understrading. The role of advocacy will be crucial.

Industry must be invited to schools and must work together with education to meet goals.

7. What questions can we ask to perpetrate the urgency necessary?
8. Should school structures be mandated to change so that "special" education is integrated into the instructional services, as opposed to support or ancilliary services? CHANGE THE STRUCTURE!
9. How do we make superintendents accountable for their responsibility for handicapped students?
10. How do school administrators find handicapped individuals who will serve in integrative roles in school systems?
11. What kind of training do school personnel need to activate handicapped people in school systems?
12. Can we achieve unity of advocacy (due to political diversity, etc.)?
13. Rights and responsibilities of parents vs. appointed advocate need to be considered.
14. How do we resolve conflicting rights of children/students and the professional? = Data of regression/rights of all parties/new individual program = who decides?
15. Do we need employment bureaus in schools to coordinate the work-world with educational world?
16. Do we need continuing education for all students--life-long?
17. How do we make the political system responsive to "all children" a reality?

Cost to acculture a society = intervention = growing costs of dependency and crime--need early intervention

B. RATIONALE FOR FURTHER QUESTIONS

Not being open and honest

Those who have succeeded have not had help from education.
Handicapped people have had to devise their own access processes.
They need more information on which to base their choices.

Why are there linkages not being formed between career educators and other school personnel?

Our culture permits only devalued people to teach other devalued ones.

We educate for a vocation, not for life. Need to learn ways to approach and solve problems.

Learning should not be confined to the school system.

Some educators are not willing to become students when necessary, as at this conference.

The trick is for the handicapped person to make it look easy-- what it takes to do that is their business.

Those who feared integration of handicaps most were parents.

How can we achieve more accessibility through the constructive use of irreconcilable conflicts within our diversity?

What is the mission of the public schools related to all children

- a. various handicapping conditions
- b. transition from school to other settings (work, college, other)

What types of linkages are needed so that transition can be made between levels of education (elem., secondary, post-secondary) and non-school settings?

Should identification, diagnosis and assessment, and placement be the responsibility of LEA, or shared with others? If shared, what relationships should be developed?

What is/are "total delivery system(s)"--what are the costs, how much of the cost should be the responsibility of the school, community, industry?

Is it possible to develop some sort of "impact aid" for districts with effective systems that "attract" handicapped students because of the quality of their programs?

How can network organizations (i.e., UCEA) evaluate their entire programs in order to come into compliance with the 504 regulations?

A proposed project by the Nashville/Dade County Saturday Morning Session:

Industry and business have a vested interest in preparing people for the world of work. Together we can design to goals of education. What should be the goal/role of schools today?

- developing survival skills
- developing the vocational and advocational skills
- developing socializational skills
- developing job getting, job holding skills
- developing vocabulary, job related skills through subject content areas more reality based
- developing understandings or organizational development, structures and business systems from awareness levels to more complex
- developing curriculum components for the handicapped that address social skills and behaviors that will give them an edge on job related skills
- developing very basic understanding of what it is like to work, work ethics, loyalties, professionalism, support systems, wage and earnings, budgetary and personal money management, expectations, authority, duty and responsibility.

What should be the role of business and industry--Alas! work sites?

- diminish the "do good" syndrome
- speak directly, give "feedback" to educators as to needs of business and industry
- assume the role of trainers and educator
- help workers to learn to cope with new environments, a next level of the classroom upon entry
- recognize diverse value systems

What would industry/labor like to say to public education and university professors?

- provide for reciprocal understandings
- like the job market, job skills to teachings at all levels

- recognize and develop awareness of value systems that offer realistic acceptable "payoffs"
- early intervention with the handicapped must be planned
- don't limit your dialogue with employment supervisors. Seek the ears of "plant managers," i.e., "shop foremen."

Cooperative Project Recommendations

- school systems should employ personnel to link talents to jobs, regular educators and special educators
- encourage community panels of people to inservice teachers and administrators. Access this venture through agencies, organizations, unions, etc
- enter with a strong communication network between education and business and industry

On Designing a Model

Develop or define for the target population ways to access a more effective preparation placement and follow-up. The labels under the "umbrella" of the handicapped are identified in an educational setting and do not necessarily carry over to business/industry.

The Target

These with discernible handicaps.

Representatives--Community Coordinating Council

Purpose: Access for the handicapped

School System	Business
Colleges/University	
ARC	and
HRS	
Mental Health	Industry
others	

Address and plan for Awareness for Access

- Awareness to funding source
- Awareness to funds for training
- Awareness to laws of access
- Awareness of existing models

Strategies

- I. Create and implement new communication and collaborative models for preparation and placement of the handicapped on the world of work
- II. Identify all known delivery systems for access of the handicapped to the worlds of work. Disseminate nationally.

CONFERENCE EVALUATIONS

Approximately 74% of the participants responded to the Evaluation Steps. There were three evaluation steps in the evaluation process. They included:

- 1) negotiated evaluation among inter-disciplinary teams,
- 2) individual participant evaluation of the conference in general using a set of expectations as a backdrop, and,
- 3) self-evaluation.

In addition to the conference evaluations, more than three quarters of the participants through letters and telephone calls, since the Cincinnati meeting, gave their reactions to the conference. The dominant message of these communications was to continue what was initiated at the conference. There are several of us working at just this task. We will keep you posted as plans develop.

The following conference expectations, in addition to the questions generated, were used as a backdrop for the evaluation:

Key Expectation: Formation of questions that bridge the gap between technical and mechanical issues of compliance and sociocultural and political forms of access.

Other Expectations:

- 1) Dialogue among individuals who candidly identify and discuss problems related to various forms of access in our society.
- 2) Acknowledgement and understandings of how diversity can be used as a resource.

3) Acknowledgement and understandings of how context-based socio-cultural and political problems related to appropriate learning environments can be reflected in the planning for pre-service and inservice leadership trianing.

4) Generation of ideas for forming linkages between and among education agencies and the worlds of work.

5) Initial plans for addressing policy issues and evaluation through multi-disciplinary and collaborative approaches.

6) Formation of alliances to conduct future contextualized inquiry.

The responses of the three evaluative steps are reported as follows.

EVALUATION STEP NUMBER ONE: NEGOTIATED EVALUATIONS

1) In general, i.e., across disciplines, do the questions generated in the Friday afternoon and Saturday morning sessions speak to issues of importance in the area of access to equity? (Each working group will have a copy of the questions.) Select which questions would be more relevant to the issues of access in a sense that reaches beyond technical compliance concerns.

All of the questions pertain to the issues of access to equity. Some may be a bit unrealistic in that the political constraints in access to equity have not always been addressed.

- a. How can the community access diversity to use in meeting needs?
- b. Does interpretation mean variance or the converse?
- c. How may evaluation provide a basis for future action?
- d. How are policy decisions made as to the placement of children and dissemination of resources?
- e. Dealing with data which include description as well as quantitative and ambiguity as opposed to statistical certainty
- f. What can we do to increase the inquiry commitment of both researchers and practitioners?

ASSISTANT SUPERINTENDENT
LOCAL EDUCATION AGENCY

It's difficult to determine since there's no criteria to evaluate what is a right question that speaks of access to equity. What insight/expansion that allows me to break out of the rational and explore the paradox of right answers require right questions and vice versa; and we/I can't recognize/choose to be boxed into a "right" Q or A.

PROFESSOR
EXCEPTIONAL EDUCATION
ADMINISTRATION

There are some that do; others which seem to but the point is lost in verbiage and/or waffling. Questions which in my judgment are relevant to issues of access include:

- a. What are needed modifications in schools (at all levels) and business and industry to help with the transition?
- b. How can evaluators be involved from the beginning in looking at what's happening in program/interest process? How can other researchers be involved in addressing questions to what's going on? and what makes a difference?
- c. What can we do to increase the "inquiry" commitment of both researchers and practitioners?

ANTHROPOLOGIST

Who are the handicapped people we're discussing? The question of changing attitudes--HOW?? What types of programs are producing handicapped students with the job skills needed by business and industry? What are the roles of the various disciplines in dealing with the handicapped? What is the "total delivery system"--how much is the responsibility of the school, community, industry?

EXCEPTIONAL EDUCATION

What is the mission of the public schools related to all children

- a. various handicapping conditions
- b. transition from school to other settings (work, college, other)
- c. community interaction

What types of linkages are needed so that transition can be made between levels of education (elem, secondary, post-secondary) and non-school settings? Should identification, diagnosis and assessment, and placement be the responsibility of LEA, or shared with others? If shared, what relationships should be developed? What is/are "total delivery system(s)"--what are the costs, how much of the cost should be the responsibility of the school, community, industry? Is it possible to develop some sort of "impact aid" for districts with effective systems that 'attract' handicapped students because of the quality of their programs?

STATE EDUCATION AGENCY

By now my views and the other views of my disciplinary group are well known to you. The questions generated did not really meet the needs that we identified. It is easy to see that each group was protecting themselves. There was no real sense of using the resources of the handicapped people at this meeting. Therefore, I must conclude that outside of the group I was in from Friday afternoon until Saturday morning, we did not honestly face the issues until the breakthrough (Saturday morning) was made.

EMPLOYMENT OF THE HANDICAPPED

The essential role of handicapped persons in pinpointing the problems of access to equity was understood and accepted by only a few of the educators in the group. The exceptance of handicapped persons by employers and in educational systems is not as successful as we are led to believe or we would not need affirmative action programs. The few handicapped persons in the group were not enough to interact with the numerous educators. Lawyers who also play a vital role in P.L. 94-142 as well as equal employment were not sufficiently represented. Representative P&A systems could have been presented more effectively. Greatest need is to educate students for life--most poorly done in Special Education programs.

SCIENTIST, RESEARCHER

The Saturday morning groups (Tacoma/N. Carolina) and (Milwaukee/Mesa) dealt with the issues of purpose (why are we here), handicapped input (why don't they ask us) and frustration. Questions of specific relevance are: Do we need continuing education for all students--life long? What is the role of the work force, labor organizations in communication with educational organizations?

COMMUNITY-BASED AGENCY
REPRESENTATIVE

The questions on Saturday AM began to address specifics and to build a conceptual framework for continuation. The first day was more "get acquainted" and "what do you mean." Even as Business/Industry/Labor begins to understand the jargon of education, the realization exists that we need more exploration, definition of terms and dialogue to build a "bridge of responsiveness" between the B/I/L group and the other represented constituencies. The communications questions are more relevant.

BUSINESS/INDUSTRY
REPRESENTATIVE

No--there appears to be a poor understanding of how programs relate to policy and further what short range and long range goals should be planned for more concern was expressed for 'professional' equity than the intended recipients--the handicapped. In general, we need more baseline and cross-impact studies to determine what we're doing right and wrong.

ANTHROPOLOGIST/
SOCIOLOGIST

2) Look at the questions in terms of whether in your specific role (policy analyst, business, special education administration professor, etc.) you can take something back to use in your own work. If not, why not? What could have been done to have made the questions relevant for you?

- a. Should there be handicapped people to act as role models and counselors in forming linkages between business and industry.
- b. What incompatibilities seem to exist between the educational expectations of schools and business and industry?

ASSISTANT SUPERINTENDENT
LOCAL EDUCATION AGENCY

These two questions promoted ideas that can lead to some changes in LEAs,

There are some good points of contact, part of which I have already been contemplating. A broad area concerns "process research"--those various implementing area between mandate and assessment. I refer to procedural safeguards, due process, parental involvement, IEP production, etc. For these and related areas there needs to be in-depth research of an applied nature. Too little is known. Secondly, I'll take back a point of view and active interest in involving myself with the local school system and the representatives of special education in this whole area of activity.

ANTHROPOLOGIST

How do school administrators find handicapped individuals to serve, to integrate into the school system? Do we need continuing education for all students--life long? These are two excellent questions for the general education administrators to ponder on the return to the real world of work.

EXCEPTIONAL EDUCATION

Greater involvement, increased communication among groups represented here.

STATE EDUCATION AGENCY

No, I honestly cannot at this point take anything back with me. I came here to contribute. As you know by now the contributors who could have made an impact were not really asked. We must not stop here--we have something going. Please get these people together again and let's listen!

EMPLOYMENT OF THE
HANDICAPPED

Discussion made it clear that more inputs from handicapped are essential and that consumer groups must be contacted for input at local level. I hope to bring this message back to some of the consumer groups with which I interact. I would have liked more interaction with business/industry (one representative of each was not enough). H/C participants all felt there was lack of honesty in representing present position of h/c student/employee. Voices of more h/c persons required to have impact on established educational and employer systems.

SCIENTIST/RESEARCHER

Yes, made a contact with local person with whom I can work in my area.

LAWYER

The questions have not moved me to action, but the personal contacts have. I have made a 20 point list of positive steps I am going to take to integrate the handicapped individuals in my community into the community "mainstream."

COMMUNITY-BASED AGENCY
REPRESENTATIVE

I cannot say that "yes," I can use, or "no," I cannot use the information-- I am caught up with the questions and am still processing what I have heard and learned here. I am sure that I am taking something useful back to use, but I am still processing the questions.

BUSINESS/INDUSTRY
REPRESENTATIVE

There is an obvious and pressing need for more local-level knowledge about what is taking place in the LEA environment. Moreover, I am convinced that a greater effort should be extended to the community setting where we can maximize local resources. Additionally, evaluators can be of use in pointing out the wide variety of resources that exist within any district.

ANTHROPOLOGIST/
SOCIOLOGIST

EVALUATION STEP NUMBER TWO: EVALUATION BY INDIVIDUAL
PARTICIPANTS OF CONFERENCE IN GENERAL

1) Which conference expectations were met?

1) Dialogue among individuals who candidly identify and discuss problems related to various forms of access in our society,

2) Acknowledgement and understandings of how diversity can be used as a resource.

3) Acknowledgement and understandings of how context-based socio-cultural and political problems related to appropriate learning environments can be reflected in the planning for pre-service and inservice leadership training.

4) Generation of ideas for forming linkages between and among education agencies and the worlds of work,

6) Formation of alliances to conduct future contextualized inquiry.

ASSISTANT SUPERINTENDENT
LOCAL EDUCATION AGENCY

We probably did not completely meet the requirements of the key expectation; that is, we did not form questions per se about the gap between technical compliance and sociopolitical forms of access. But we started a process that will allow that to occur. That is, we set up a dialogue, thus the following expectations were met.

1) Dialogue among individuals who candidly identify and discuss problems related to various forms of access in our society.

2) Acknowledgement and understandings of how diversity can be used as a resource.

4) Generation of ideas for forming linkages between and among education agencies and the worlds of work.

EXCEPTIONAL EDUCATION
DIRECTOR

Key expectation and #1 and #2--The process facilitated meeting the expectations however, the participants (me included) haven't had sufficient experience with ambiguity and diversity so as to efficiently, successfully, relevently achieve all of the objectives. It appeared that many wanted structured and the same old questions

PROFESSOR
EXCEPTIONAL EDUCATION
ADMINISTRATION

Dialog between business, labor, education, and others to focus on how jointly we can improve situations for handicapped with emphasis on exploring heretofore untried ways and means of achieving effective results.

BUSINESS/INDUSTRY
REPRESENTATIVE

My main one was that I would obtain a good "look-in" at the complexities and conflict which characterize this whole endeavor--that's a personal expectation.

ANTHROPOLOGIST

I learned much in discussions with folks with diverse backgrounds and experiences.

SUPERINTENDENT

- a. a good dialogue among individuals representing different sectors of our society
- b. some understanding of how diversity can be used as a resource

EXCEPTIONAL EDUCATION

All, the degree varied with the amount of time

STATE EDUCATION AGENCY
EDUCATIONAL ADMINISTRATIO
STAFF DEVELOPMENT

Secondary expectations were met much more successfully than the key expectation. As a matter of fact the key expectation was a secondary one to me. Candid dialogue was key as well as the linkage between concerned individuals.

STATE EDUCATION AGENCY
EXCEPTIONAL EDUCATION

To hear what others are saying re handicapped persons, especially their education

ASSISTANT SUPERINTENDENT

I think now that we have started to listen to each other. This is the first step--to admit we were wrong, to say "I am sorry," to say "please teach me."

EMPLOYMENT OF THE
HANDICAPPED

Dialogue; Sociocultural problems integrated into pre- and in-service training by bridging industry expectations with educational products.

LAWYER

Dialogue among various groups interesting and useful to limited degree, but lack of candid exchange inhibited basic understanding.

SCIENTIST/RESEARCHER

The exchange of information between education and industry; the creation of dissonance as a preliminary step in attitude change.

EXCEPTIONAL EDUCATION
SOCIAL SCIENCE RESEARCHER

I met many interesting, knowledgeable people from different backgrounds and shared much information.

COMMUNITY-BASED AGENCY
REPRESENTATIVE

There was lots of interaction and this was most useful; i.e., expression of many points of view.

BUSINESS/INDUSTRY
REPRESENTATIVE

I came expecting to be exposed to new vistas of thought--which were gained--certainly, a greater appreciation of others' problems was gained.

ANTHROPOLOGIST/
SOCIOLOGIST

There was good dialogue re problems of access to society (#1). There were some good ideas generated for forming linkages between education and work (#4) and formation of alliances to conduct future contextualized inquiry (#6).

PROFESSOR
EXCEPTIONAL EDUCATION
ADMINISTRATION

The dialogue was there, certainly. All other conference questions were met somewhat. I can't quite figure out why the disciplinary groups "reported to" the school district representatives. From my perspective, it would have been more valuable to hear what they desired from school principals (and therefore training programs) and for them to hear the concerns of the principals. I did not find those sessions very productive. I did sit in on other sessions involving the other groups and found those productive--for myself, I mean. Questions were raised in my own mind and I confronted some new issues.

PROFESSOR
EDUCATIONAL ADMINISTRATION

2) Which ones were not met?

5) Initial plans for addressing policy issues and evaluation through multi-disciplinary and collaborative approaches.

ASSISTANT SUPERINTENDENT
LOCAL EDUCATION AGENCY

Expectations 3, 5, and 6 were not met. Item 3 was perhaps too nebulous; item 5 was perhaps started, but only minimally; item 6 should be pursued.

EXCEPTIONAL EDUCATION
DIRECTOR

Some new, different, clear questions resulting from our emphasis on addressing whether we have been asking the right questions in the past.

BUSINESS/INDUSTRY
REPRESENTATIVE

I assumed there could be more time early on when in a general session, specialists such as a lawyer could present their relevance to the meeting. More generally, I have the feeling that we didn't do very well at bridging the gap between technical compliance and real ones.

ANTHROPOLOGIST .

- a. I feel slightly unfulfilled--so much more to be done!
- b. I'm not sure that we have established that "diversity is a resource,"

SUPERINTENDENT

- a. the clear identification of the "people problem" involved in a favorable and accepting attitude toward the handicapped and people who are different from us in one way or another
- b. need more discussion of how diversity can be a resource

EXCEPTIONAL EDUCATION

Not really an expectation, but some discussion and reaction to the SAGE experience would be helpful to me.

ASSISTANT SUPERINTENDENT

The real bridge between education and life was not established and is still waiting to be built.

EMPLOYMENT FOR THE
HANDICAPPED

No or limited acknowledgement of how diversity can be used as a resource other than by generally taking handicapped individuals off welfare roles; Political problems to be integrated with pre- and in-service training.

LAWYER

Sufficient opportunity to learn individual problems, experiences and viewpoints and become acquainted in order to understand how linkages (interactions) can best be formed.

SCIENTIST/RESEARCHER

Generation of researchable questions; definition of what educational administrators see as the role of the educational researcher

EXCEPTIONAL EDUCATION
SOCIAL SCIENCE RESEARCHER

I would have liked to have my brains picked a little more.

COMMUNITY-BASED AGENCY
REPRESENTATIVE

There was a lack of definition of objectives in first session, which would have helped set the direction.

BUSINESS/INDUSTRY
REPRESENTATIVE

I thought that a concern for action might be forthcoming; this was not--too much concern for policy, not programs.

ANTHROPOLOGIST/
SOCIOLOGIST

I felt #2, an understanding of how diversity can be used as a resource, was only partially addressed. I was not comfortable with how we dealt with objectives #3 and #5.

PROFESSOR
EXCEPTIONAL EDUCATION
ADMINISTRATION

- 3) If you use different expectations than the ones presented in the conference manual in the evaluation section (page 13), please identify your expectations and then answer the above questions on your own.

My expectations: to hear the responses of non-educators to the "appropriations" of special education. This expectation was clearly met. I was very much pleased with the opportunity to hear the perceptions of handicapped persons and business/industry representatives regarding education of the handicapped, particularly in relation to vocational/career education.

EXCEPTIONAL EDUCATION
DIRECTOR

I expected that the role of the handicapped person would be denegated and I opted to work to obviate that. I also expected difficulty in dealing with ambiguity and that certainly was the case.

PROFESSOR
EXCEPTIONAL EDUCATION
ADMINISTRATION

- a. I would have liked much more specificity in our "outcomes"--scenarios, perhaps
- b. I'm not so sure that we are--even now--aware of the extent and complexity of the task.

SUPERINTENDENT

There should be one expectation for using educational agencies in education of the prevention of handicapping conditions--as to our knowledge and expertise at this time.

EXCEPTIONAL EDUCATION

I frankly had no expectations other than an adventure into a segment of the educational process for my professional upbringing. I feel that was accomplished.

BUSINESS/INDUSTRY
REPRESENTATIVE

I use my own expectations which I take from my life. I came here as a store house of information knowing what is needed. My hopes were high that we can build a framework working together. I think that the foundation has been poured, now lets see if we can get the building up.

EMPLOYMENT OF THE
HANDICAPPED

I expected to be impressed by and learn from the experts but was not and did not. I expected to come out with some new exciting ideas for overcoming barriers and some new approaches and/or philosophies for meeting needs of handicapped and did not. Heard a lot of repetition of old problems related to money, power and politics--so what?

LAWYER

Personal expectations were met for expanded contacts and information.

EXCEPTIONAL EDUCATION
SOCIAL SCIENCE RESEARCHER

Came with an open mind--no known "expectations." Wanted to hear from represented disciplines, ask questions, and where possible, offer some suggestions and input.

BUSINESS/INDUSTRY
REPRESENTATIVE

The only thing that I brought by way of an expectation was that perhaps people wanted to view the entire system of action--actually there was a tendency for participants to remain in their pigeon holes and parochial domains.

ANTHROPOLOGIST/
SOCIOLOGIST

I felt we could have done more to attack the sociological aspects of public acceptance of the handicapped for whom functional employment is not feasible. Social attitudes and values incorporating the non-employable on a non-bias level is a critical issue.

PROFESSOR
EXCEPTIONAL EDUCATION
ADMINISTRATION

An operational test of what happens when different people gather to try
and advocate collective action in the name of difference/diversity

PROFESSOR
EDUCATIONAL ADMINISTRATIO

- 4) What rational next steps do you feel that individuals on a collective basis might take following this conference? Or, on an individual basis?

LEAs should begin to use a multi-disciplinary approach to reviewing problems in education. Higher education people should encourage their students to examine problems from a contextual perspective. LEAs must begin to use handicapped individuals in the policy formulation process.

ASSISTANT SUPERINTENDENT
LOCAL EDUCATION AGENCY

As an individual I will do the following:

- a. seek out more role models for the handicapped;
- b. utilize successful handicapped persons in advisory/planning roles;
- c. expand our inquiry into appropriate vocational and in-service programs;
- d. utilize various references found here at this conference.

Furthermore, I will attempt to set up a process for:

- a. identifying available jobs for the handicapped in our community;
- b. identifying available vocational training in our school and community;
- c. set up procedures for identifying available persons in industry who can help.

EXCEPTIONAL EDUCATION
DIRECTOR

The folks need to come together again--we just scratched the surface. Extend the questions through reflection, stretching and dreaming on an individual basis and a collective one. Linkages have been formed and they must be maintained. Need to reduce/eliminate structures and offer a chance to soar and explore the depths of the phenomenological experience.

PROFESSOR
EXCEPTIONAL EDUCATION
ADMINISTRATION

Individual, innovative, ad hoc programs and experiments.

BUSINESS/INDUSTRY
REPRESENTATIVE

Rational steps on a collective basis would certainly include maintaining the network started here, i.e., the possibility of some reports on action (relating to the conference) in the next 6-12 months--assuming there is money and someone to produce the follow-up. This would also produce reports through which individual activities could be reported and collaborative efforts encouraged.

ANTHROPOLOGIST

- a. closer links with business/industry/education (I plan a seminar on October 24, 1979--got IDEA here!)
- b. dissemination of info/data regarding this,

SUPERINTENDENT

- a. use of handicapped individuals as role models in our educational programs
- b. brining industry into our schools to plan our vocational programs more effectitvely--what skills are needed by handicapped individuals to assist in employment?

EXCEPTIONAL EDUCATION

I will have to rethink (and this I mean) my strategy in terms of establishing relationships (employer-education) to achieve mutual objectives.

BUSINESS/INDUSTRY
REPRESENTATIVE

Make contact with boards or create lines of communication to assure the issues raised are heard

STATE EDUCATION AGENCY
EDUCATIONAL ADMINISTRATION
STAFF DEVELOPMENT

There is a direct relationship that exists between time allotted and participatory planning or involvement upon an expected product. The time spent was just enough to begin to pry open honest feelings, while comments on views seemed to be what the groups expected of us. The Drawbridge lowered but did not quite reach the other side. But did give a view of what must be there,

STATE EDUCATION AGENCY
EXCEPTIONAL EDUCATION

- a. Meet again. The "task force" has been formed, opening statements have been made and several issues have been identified (allegation "nobody is listening!") [true or false?]
- b. Bring one's reinforcement (personal) back to one's community efforts.

ASSISTANT SUPERINTENDENT

Go home and get involved. Don't be afraid of being wrong. Be willing to learn, listen to the handicapped. Se that the handicapped are involved in all steps of the process and in the policy making procedure.

EMPLOYMENT OF THE
HANDICAPPED

I have a feeling that nothing is going to change as a result of this leadership conference. BIGGEST DISAPPOINTMENT--I didn't go to the National Women's Political Caucus in Cincinnati this weekend.

LAWYER

I was encouraged by comments by some educators that they planned to go back home and start looking for h/c role models, while I will encourage consumer groups I know to become more active. At a higher level there is need to access the system in order to bring about change by decision-making persons. I fear there were too few of such representatives in the groups. I see most effective consumer groups to be Washington, D.C. based--Martha Redden's AAAS Project and our Foundation for Science and the H/C.

SCIENTIST/RESEARCHER

Search for funding to be used to provide a regular interchange of needs among education, industry and research; a desegregation of the responsibility for further communication; a search for ways to diminish the language barriers encountered when working in multi-disciplinary teams

EXCEPTIONAL EDUCATION
SOCIAL SCIENCE RESEARCHER

A selective conference of administrators, agency persons, handicapped persons, teachers, vocational educators and business-union representatives for the purpose of uniting a procedures manual for special education and employment of the handicapped. I plan to go home and contact some boards and councils for the purpose of the addition of handicapped persons to these boards.

COMMUNITY-BASED AGENCY
REPRESENTATIVE

Collective basis--recommend a task force structure of disciplines and an inter-discipline task force to feed ideas into the "system" and communicate questions and needs, as well as ideas, to the disciplinary task force, in order to promote and continue the dialogue and develop better understanding for all of the participants.

BUSINESS/INDUSTRY
REPRESENTATIVE

- a. To ask--what now--plan courses of action--i.e., specific studies from which to draw insights whereby "success" can be bounded given a range of variability yet utilized to move forward to specific goals
- b. I plan to follow-up and inquire on the operation of P.L. 94-142 in my LEA. Further, in my professional capacity, to insist that my university develop precise programs that interface educators, the handicapped, and the community.

ANTHROPOLOGIST/
SOCIOLOGIST

Continued dialogue, and cooperative action directed toward a variety of models constructed to address the questions are needed. The incorporation of the information gained here into the training programs of both general and special education administration would be a good beginning point.

PROFESSOR
EXCEPTIONAL EDUCATION
ADMINISTRATION

Somehow, identify individuals willing to submit their practical approaches to these issues (problems) to serious critique. It seems to me that the next step is to raise questions about some of the answers that people have. The format may be to involve the account of an evaluator/descriptor in a discussion with the actors (to get their perceptions) and some individuals who can critique.

PROFESSOR
EDUCATIONAL ADMINISTRATION

Further description of premise "diversity is interpretation"--follow-up of conference participants in their normal environments

PROFESSOR
EDUCATIONAL ADMINISTRATION

EVALUATION STEP NUMBER THREE: SELF CRITIQUE

1) What role(s) did you see yourself playing in this conference?

Facilitating discussion between conference participants regarding problems in education.

ASSISTANT SUPERINTENDENT
LOCAL EDUCATION AGENCY

- a. facilitator
- b. purveyor of information

EXCEPTIONAL EDUCATION
DIRECTOR

For the first time, I partially abrogated the role of professor for the role of handicapped women. I also played the role(s) of: facilitator, agitator, catalyst, and "wierd-o."

PROFESSOR
EXCEPTIONAL EDUCATION
ADMINISTRATION

Learning from others how business can play a more effective role in the cooperation effort needed to achieve greater access; and providing to others information regarding needs of business and how meeting those needs can, via qualifications, help handicapped obtain employment.

BUSINESS/INDUSTRY
REPRESENTATIVE

Bringing an auth./ed. perspective to bear on discussions and considerations relating to the conference topic, and interacting with individuals with regard to professional interests related to conference objectives.

ANTHROPOLOGIST

Bringing a slightly different perspective--from the standpoint of responsibility for allocation of increasingly finite resources among and between increasingly infinite needs, wants, and demands. I am a full-time practitioner (superintendent), and part-time theoretician (NYU-Adjunct)--I can sit (although uncomfortably) on either side on the "fence."

SUPERINTENDENT

Having had many different careers (hospital nursing, school nurse, teacher, health and drug education administrator, special education administrator), I feel these varied backgrounds and heterogenous career experiences enabled me to make some unique contributions.

EXCEPTIONAL EDUCATION

- a. To bring up questions and suggestions pertaining to the inclusion of front-line, non-management, non-administrative employees and labor organizations in the conferences;
- b. To explain the necessity of and value in the employee-union perspective in: (1) educational planning and curricula; (2) job planning, job-development, job-training and job-socialization of the handicapped; and (3) attitudinal changes at work and in society for the acceptance and understanding of the handicapped.

PROFESSOR OF
LABOR AND EDUCATION

Coordinator

STATE EDUCATION AGENCY
EDUCATIONAL ADMINISTRATION
STAFF DEVELOPMENT

I found myself taking on more of the characteristics of the conference as it continued. I'm not sure this was all together good because I reacted to that expectation rather than my own.

STATE EDUCATION AGENCY
EXCEPTIONAL EDUCATION

Perhaps some new input for educators to consider--relevant or not--to the purpose of the conference.

BUSINESS/INDUSTRY
REPRESENTATIVE

- a. listener
- b. group coordinator (very low key)
- c. school administrator--input and sometimes cast as stereotype

ASSISTANT SUPERINTENDENT

I was a resource person. I am sorry to say that until we broke through (Saturday a.m.) I was a wasted resource person.

EMPLOYMENT OF THE
HANDICAPPED

Certainly I did not see myself in the role of "expert" in this conference. More realistically, I believe I had a much broader, overall perspective, perhaps, than many of the participants and attempted as a "policy analyst" to direct group meetings toward a more societal scope rather than limited to the more provincial or "one-perspective" views.

LAWYER

Sensitizing educators to needs of handicapped in terms of basic civil rights: the advantage to society to allow handicapped to have equal access.

SCIENTIST/RESEARCHER

Observer in search of questions for research; contributor of ideas for future ways to provide accessibility for the handicapped.

EXCEPTIONAL EDUCATION

An interactor, an information giver and receiver. Information on programming, advocacy.

COMMUNITY-BASED AGENCY
REPRESENTATIVE

Participant/listener/suggestor of ideas

BUSINESS/INDUSTRY
REPRESENTATIVE

By providing an outsider's assessment of P.L. 94-142 as well as generating a kind of overview and holistic statement on my observations.

ANTHROPOLOGIST/
SOCIOLOGIST

Originally, I felt my role was to define some of the parameters of the problem, historical precedence, limitations, etc. Later I found myself trying to move out of my advocacy role for my area in order to facilitate more integrative concepts.

PROFESSOR
EXCEPTIONAL EDUCATION
ADMINISTRATION

Two roles: one, to try to push for more "contextualized" in-service-- that is, to try to break down the heavy reliance on bringing people together in large groups for lectures/discussion, etc. Two, to learn the perspectives of other individuals. I think the second roll was easier to play and probably more successfully played. I came with a third agenda: to push for contextualized inquiry (as reflected in my paper). As far as I could tell, that was not addressed at all. Maybe I was in the wrong group for that.

PROFESSOR
EDUCATIONAL ADMINISTRATION

- a. "outsider"
- b. contextual describer
- c. advocate
- d. learner

PROFESSOR
EDUCATIONAL ADMINISTRATION

2) Did the conference role make any sense? Why or why not?

Yes, primarily because of the array of people brought together. It was a fabulous compilation of persons from diverse fields.

EXCEPTIONAL EDUCATION
DIRECTOR

Yes, on the rational level, special education folks could focus on a selected reality other than multiple ones. I enjoyed and learned from being with Ken Wyatt and Dan Sage in a collegial role exploring. I also wanted, however, to interact with other roles more extensively.

PROFESSOR
EXCEPTIONAL EDUCATION
ADMINISTRATION

Yes, because there is a great need to provide more opportunities to the handicapped.

BUSINESS/INDUSTRY
REPRESENTATIVE

It made good sense; I felt the need for the role and there was certainly ample opportunity to manifest the role in the various sessions.

ANTHROPOLOGIST

Yes!--initially, I thought that my relatively limited experience in exceptional education would cause me to be a "listener!" I found--I believe--that I did have something to contribute--(I hope!)--when the "blueprints" are developed, the practitioners will be on the scene--this practitioner has had an early "peek"--and some valuable insight.

SUPERINTENDENT

Yes, the conference gave participants from a variety of professions a chance to share their thoughts and feelings.

EXCEPTIONAL EDUCATION

Yes, because: (1) the educational system develops many attitudes of all workers (handicapped or otherwise); and (2) the world of work is most always viewed from the perspective of the employer and not the employee. Like "normal" people in contemporary American society, the working handicapped will be employees, not employers.

PROFESSOR OF LABOR
AND EDUCATION

Yes, Special Education was the central concern for generating interaction from other disciplines.

STATE EDUCATION AGENCY
EDUCATIONAL ADMINISTRATION
STAFF DEVELOPMENT

It would have had there been a common technical base of information. Language problems were not caused by language identities, but by the lack of sophistication on the part of many participants to the laws, intents and spirit.

STATE EDUCATION AGENCY
EXCEPTIONAL EDUCATION

Yes, I learned the global objectives may have been helpful in eliciting conversation; on the other hand, identification of more specific (a few) objectives may have been helpful.

ASSISTANT SUPERINTENDENT

Yes. We need you just as much as you need us. Only by working together to build a real structure based on TRUST and HONEST QUESTIONS can we achieve any goals.

EMPLOYMENT OF THE
HANDICAPPED

The role did make sense in that, I believe, the conference needed the outer directed, societal scope. In fact, it was sorely needed, and I don't feel I succeeded. Discussions were too dominated by public educators, and the role of handicapped individuals as participants in the society as whole was lost to the problems of educators and protection of their roles, etc.

LAWYER

The role of handicapped persons in this conference was vital--if there had been more of us--one for every educator, we might have had a larger impact.

SCIENTIST/RESEARCHER

The role of question seeker became one of seeking meaning for words in order to find meaningful questions.

EXCEPTIONAL EDUCATION

Yes, but one group would have been more acceptable.

COMMUNITY-BASED AGENCY
REPRESENTATIVE

To me, yes. To others, I don't know, if question 2 relates to question 1.

BUSINESS/INDUSTRY
REPRESENTATIVE

Yes, frequently not being so close to the problem and issues permits novel questions and possible solutions.

ANTHROPOLOGIST/
SOCIOLOGIST

Not for a while! Friday night I felt frustrated because I seemed to be observing a lot of "parallel play" activities which left illogical gaps in the perceptions of the various disciplines. Saturday morning seemed to bring a drawing together between diverse groups; a greater acceptance of diversity.

PROFESSOR
EXCEPTIONAL EDUCATION
ADMINISTRATION

Made a sense of clarifying situations and striking a posture--learned practical realities.

PROFESSOR
EDUCATIONAL ADMINISTRATION

3) As an important player in the conference, what do you think went right? What could have gone differently?

The interactions were right!
The goals were not specific enough.

EXCEPTIONAL EDUCATION
DIRECTOR

- a. People were talking, not necessarily together, but they were talking.
- b. Participants need to have a better understanding of the conference objectives and participants' responsibility.

ASSISTANT SUPERINTENDENT
LOCAL EDUCATION AGENCY

Interdisciplinary-based working sessions;
Papers were very helpful and provocative;
The film "Andy" and "discussion" that followed were hostile and limiting;
I was offended by the hostility and controlling behavior;
Needed some time to reflect and Friday was too full to do that;
Expectation that right questions were identified.

PROFESSOR
EXCEPTIONAL EDUCATION
ADMINISTRATION

- a. People highly dedicated and want to cooperate;
- b. More clear definition of our (the conference's and the individual workshop's) objective;
- c. Imbalance, i.e., proportionally speaking, too many from education and not enough from business, labor, vocational rehabilitation, work-related agencies, etc.

BUSINESS/INDUSTRY
REPRESENTATIVE

The interest and the spirit of the conference made possible the emergence and expression of strong feelings about individual stakes in the issue. At the same time the conference was structured in such a way as unnecessarily delaying the process of arriving at open communication.

ANTHROPOLOGIST

I learned much--in a very short period of time--I will be re-reading the position papers and my notes. My "Practitioner Bias" makes me slightly nervous because we did not complete the task to my satisfaction. Much to be done!!!

SUPERINTENDENT

The sessions and time frames for them were well organized. Since the unique aspect was a sharing of ideas from different disciplines, there should have been more group sessions that combined disciplines.

EXCEPTIONAL EDUCATION

- a. I think the "multidisciplinary" approach is not only a good idea, but an imperative approach to the problems;
- b. the "multidisciplinary" group was not nearly broad enough;
- c. a need to question some of the basic assumptions underlying the discussions.

PROFESSOR
LABOR AND EDUCATION

The conference did generate a need for greater information exchange among the various disciplines as to their role in the education community and involvement with the needs of individuals with handicapped.

STATE EDUCATION AGENCY
EDUCATIONAL ADMINISTRATIVE
STAFF DEVELOPMENT

If the beginning session had been used to concretize some of the technical issues, the abstract concerns would have flowed easier.

STATE EDUCATION AGENCY
EXCEPTIONAL EDUCATION

A lot of talking and listening; restatement (forceful) of continuing problems perhaps could have had 3 brief orientation presentations (30 minutes each): business and industry, higher education, K-12 education re 504 and P.L. 94-142.

ASSISTANT SUPERINTENDENT

You know this well enough by now. Let's not be afraid to really open up.

EMPLOYMENT OF THE HANDICAPPED

The movies and speakers were excellent as well as the organization. Limitations needed to be set on the constant rehashing of issues already exhausted. There was far too much defensiveness and not enough use of the supposed creative, imaginative, innovative minds of this "cream of the crop." Whether or not the real problem solving abilities of many of the participants was utilized is a question I ponder. Then again, perhaps we have here a statement as to the product of our existing educational, political system. Or perhaps my own perceptual abilities are lacking. Whatever the problem, I have an overall feeling that time, money and energy have been wasted and I was misplaced or didn't belong in this conference. Maybe I just don't understand the jargon. I did make one good contact with whom I will form a liaison to address sociocultural and political barriers in my world.

LAWYER

Much went right and as the first of its kind, it was an important conference. As I said above, the h/c did not have sufficient effective input. There was little attention to the importance of diversity in the populations that make up our social systems. Nor was there sufficient discussion of the role of economics in equal access for the h/c. Somehow we must get the message across that it will cost much less to educate and employ h/c persons than it will to maintain them on public aid for a lifetime!

SCIENTIST/RESEARCHER

The creation of the frustration and dissonance necessary to change attitudes, broaden mind sets and produce answerless questions.

EXCEPTIONAL EDUCATION

The conference turned around on Saturday when people started to speak their minds and be honest.

COMMUNITY-BASED AGENCY REPRESENTATIVE

Again, lot's of discussion (at the end of the conference) has left this conference at a "beginning point" for whatever next steps may occur.

BUSINESS/INDUSTRY
REPRESENTATIVE

There was a day in which we needed to feel each other out before some closure was generated--of course some anxiety was to be expected. This was to be anticipated and should have been said.

ANTHROPOLOGIST/
SOCIOLOGIST

The communication of the problems, concerns, and positions of personnel from the varying areas, enhanced understanding and increased credibility. There was some time spent on activities which did not contribute proportionately to better understanding.

PROFESSOR
EXCEPTIONAL EDUCATION
ADMINISTRATION

Everything went right.

PROFESSOR
EDUCATIONAL ADMINISTRATION

4) If these questions are not appropriate you you, write your own questions and answer them. Or just write questions that do make sense to you in terms of an individual assessing his or her own responsibility for making a collaborative effort, such as this conference, work.

What processes must be developed in order to achieve "second order change"--a systemic change? Do we have the language to achieve clarity on the process of change? What criteria could we have/can we use to evaluate the efficacy of the questions we asked? No answers--perhaps another time.

PROFESSOR
EXCEPTIONAL EDUCATION
ADMINISTRATION

I take back a strong concern for thinking through the most productive way (in this kind of an experience) to combine or modulate understanding and respect for a group (certainly important in anthropology) with a form of "attack" which one hopes will produce something new in the lives of people.

ANTHROPOLOGIST

- a. More superintendents could/should be involved!
- b. Have you considered involvement of school board members and state/federal/local legislators?

SUPERINTENDENT

Have model vocational programs for handicapped people been identified--so that they can be replicated elsewhere?

EXCEPTIONAL EDUCATION

I hope to submit, at a later date, an independent evaluation to Dr. Herda.

PROFESSOR
LABOR AND EDUCATION

Why do funding patterns for Special Education go counter to philosophical and research-based data knowledge?

STATE EDUCATION AGENCY
EXCEPTIONAL EDUCATION

Why do people who object to stereotyping of themselves, stereotyp- others?

ASSISTANT SUPERINTENDENT

I plan to send you (Project Coordinator) a long letter. Let me gather my thoughts. The question I ask: Why are the handicapped not involved in determining their own lives?

EMPLOYMENT OF THE
HANDICAPPED

How can I communicate adequately about education without the "jargon?" Can I identify my biases in defining questions relevant to quality of life for the handicapped?

EXCEPTIONAL EDUCATION

Questions are fine, but better to frame the questions pre and then during find the answers.

COMMUNITY-BASED
AGENCY REPRESENTATIVE

Ellen, I kept looking for the term which we discussed Thursday night. The closest I could come was to fall back on "drawbridging." A way to span the mainstreaming issue and provide free access to those on all sides of that issue. A way to lower defenses and pass above barriers to equal access.

PROFESSOR
EXCEPTIONAL EDUCATION
ADMINISTRATION

PRE- AND POST-CONFERENCE WORKING-PAPERS

DEVELOPING ADMINISTRATIVE ARRANGEMENTS AND CURRICULAR
ALTERNATIVES TOWARD PROVIDING THE HANDICAPPED EQUAL
ACCESS AND OPPORTUNITIES: A HISTORICAL PERSPECTIVE

G. R. Alley
University of Kansas

Community treatment of exceptional persons in its broadest terms has been a historical and social evolution. Gifted persons have been singled out for educational, political and economic preference in schools and employment settings throughout history. Conversely, the history of handicapped persons began tragically as the early cultures abandoned or destroyed them. In the middle ages, the handicapped were exploited as jesters or fools. Later, the churches, then the physicians cried for more humane treatment of the handicapped and led the way for their protective care. This care was first provided in hostels and ten large institutions, similar to Bethlehem Hospital in London. However, the administrators of these large institutions provided tours, many times for a charge, to view these "exhibits." It was the Industrial Revolution that made the greatest impact on the long history of exploitation of both children and the handicapped. The impact of the Industrial Revolution permitted many persons to have enough time to give to the concerns of the handicapped (Dunn, 1973).

The initial efforts to "train" the handicapped in the United States were focused upon residential schools. The first such boardschool was established for the deaf in 1817. Activity generated by the efforts of Dorothy Dix caused the residential school concept to grow nation-wide. In 1900, 30 states had residential schools for the deaf, blind and mentally retarded. Handicapped children were forced to reside in these institutions if local school authorities would not permit them to attend local school systems (Dunn, 1973).

The peaking the residential school movement coincides with the establishment of the first day school for the deaf in 1871 and the first documented special class for educable mentally retarded children in Providence in 1896. These programs for the handicapped were funded by local educational districts, but handicapped children were educated in either separate buildings, or self-contained classrooms. The day class grew rapidly until the end of the 1960's.

The efficacy of the educational benefits which accrued to mildly handicapped students who were educated in self-contained classrooms was questioned from the 1930's. However, a study by Goldstein, Jordan and Moss (1965) provided enough evidence to achieve both professional and popular attention. The efficacy issue was clarified and directed by Dunn (1968). Dunn's article was the source of the rationale to discontinue separate programming for the mildly handicapped and the beginning of the mainstream movement.

The present impact of both the preceeding events initiated the "mainstreaming" movement. The affective handicapped children are, in mass, directed to the regular class for a major portion of their educational programming.

Present Perspectives

Administrative Arrangements

It is presently assumed that mainstreaming the mildly handicapped child is an appropriate administrative arrangement, and that special education services are viewed as supportive to the regular educator. The administrative alternatives are provided to resist regular educators with their primary educational responsibilities to mildly handicapped (MH) children.

Deno (1970) provided a cascade of education services which were to be applicable to all types and degrees of handicapping conditions. This cascade ranges from those services provided to support the regular educator, to those of total medical and welfare care associated with assignment of persons to in-patient facilities governed by health and welfare agencies. Those levels of which the handicapped person receive direct services from regular educators are:

- Level I - Children in regular classes including those "handicapped" able to get along with regular class accommodation with or without medical or counseling supportive therapy;
- Level II - Regular class attendance plus supplemental instructional services; and
- Level III - Part-time special class (p. 235).

Chaffin (1974) reviewed 30 operational programs providing mainstreaming to mildly handicapped persons. He identified three administrative arrangements: Team teaching, itinerant special services, and resource rooms. He concluded that programs rely on a broad spectrum of administrative arrangements. In his "final thought", Chaffin stated:

- "3. Mainstreaming plans should be developed at the school building level. Many school buildings are substantially different in terms of the administrative style of the principal, the attitude of the teachers, and the student population in the building. Thus different approaches to mainstreaming may be necessary depending on the particular climate in the building (p. 17.)"

Chaffin's final thought evokes the following questions as they relate to present administrative arrangements for the MH. They are:

1. Can a national, state or local plan be developed to direct or guide in planning administrative arrangements for the MH? If administrative arrangements are only applicable to the building level?
2. Should administrative arrangements that are developed be built upon administrative style, teacher attitudes and school attitudes and school population or should such arrangements be developed upon the handicapped student's needs?
3. Should administrative arrangements be based on the recommendations of a "team" of instructional personnel or solely by administrative decision?
4. Should special services be provided to mildly handicapped persons directly or indirectly?

Curricular Alternatives

The discussion of the curricular alternatives presently available for MH persons is directly related to the administrative arrangements provided. It must be assumed that the curricular alternatives are, to a greater or lesser extent, tied to the administrative arrangements. This relationship will be considered as an implicit assumption in the following discussion.

Alley and Deshler (1979) suggest that curriculum demands must be considered when selecting present curricular alternatives for the MH student. They state that "the demands of the secondary curriculum are much different from the demands of the elementary curriculum (p. 5)." Secondary students are assumed to have mastered the reading, writing, spelling, mathematics and spoken language skills emphasized at the elementary level.

The emphasis of the present secondary curriculum is content acquisition. A broader set of skills is then required to meet these demands, i.e., note-taking, report and theme writing, and vocational training, included the sophisticated use of the basic skills listed above, such as use of technical vocabulary.

In an effort to determine the present curricular alternatives available to one group of MH, e.g., learning disabled students, one group of investigators (Deshler, Lowrey and Alley, 1979) conducted a nationwide study of present service delivery models. They found five curricular models in use:

1. Basic Skills Remediation Model
2. Functional Curriculum Model
3. Tutorial Model
4. Work-study Model
5. Learning Strategies Model

The Basic Skills Remediation Model "...provides development or remedial instruction...(p. 47)" focused on reading and mathematics at the grade level of the secondary student's achievement. Goodman and Mann (1975) advocated this model and suggest to remediate to the sixth grade level. This is the present curricular model of the elementary schools when educating this group of mildly handicapped children.

The second curricular alternative is the Functional Curriculum Model. This model "...emphasizes equipping students to function in society. The focus of instruction is on consumer information, completion of (employment) application forms, banking and money skills, and life-care skills such as grooming (p. 50)". The regular curriculum is deemed inappropriate and their model has been used in self-continued special education classrooms.

Alley and Deshler (1979) describe the Tutorial Model "...emphasizing provision of instruction in academic content areas. Areas of instruction are usually those in which the student is experiencing difficulty or failure (p. 52). For example, if the student is having difficulty or failing American History, the special education teacher will teach the content "to get the students through the course."

The Work-Study Model was only found to be used in senior high schools with enrollments greater than 750 students:

"This approach emphasizes instruction in job-and-career-related skills and on-the-job experience. Students typically spend half of the day in school studying job related material....The teacher serves as a work coordinator for the purposes of obtaining and supervising job placements....(p.54)."

A final model identified by the investigators is the Learning Strategies Model. It is "...designed to teach students how to learn rather than to teach students specific content. For example, under (this) model, the teacher would teach students techniques for organizing material that has to be memorized for a history test, rather than teaching them the actual history content."

There are assumptions for each model and strengths and weaknesses associated with the application of all of these curriculum models. No curricula has become established as the standard for the MH at the secondary level. Alley and Deshler (1979) agree with Chalffin (1974) that administrative structure, attitudes of the instructional staff and the school population are important considerations when mainstreaming mildly handicapped students. However, these two investigators also state that at secondary levels three critical variables, age of student, severity of the handicapping condition, success of previous special services and amount

and quality of support services are paramount to appropriate future curricular planning for the handicapped.

Specific questions must be answered as they relate to present curricular alternatives for the MH:

1. Should students be provided with the necessary basic skills from the regular classroom teacher and/or the special education teacher?
2. What skills should be taught to mildly handicapped students, i.e., basic skills, functional skills, vocational skills, or knowledge of content or learning strategies? (This question is also closely associated with the minimal competency testing movement.)

Future Perspectives

If one views the present administrative arrangements and curricular alternatives as "the answer" to mainstreaming then that person will be sorely disappointed. Present arrangements and alternatives appear to reflect the philosophy of individualization. Individualization, important as it may be, does not permit generalization of the arrangements or the alternatives.

It appears to this writer that several emerging events may be "morning stars" to future administrative arrangements and curricular alternatives.

They are:

1. Minimal Comptency Testing (MCT)
2. Information processing (learning how we learn)
3. Cooperative Planning

First, there is great interest in MCT and how it will be conducted in the schools. The interest has primarily been generated by business and industrial personnel. These business and industrial leaders have demanded

that educators provide them with minimally competent applicants. It appears that these minimal competencies should be held by all students upon the completion of their educational programs. If business and industry require minimal competencies, then the MH person also requires these same competencies to compete in the job market.

Second, educators need to know how students process information and the most effective and efficient means to process this information. It is time educators stopped labelling the mildly handicapped on the basis of neurological and medical classification taxonomies. In the future, we need to classify persons on the basis of their learning similarities and differences. This future classification system will provide better communication among all educators "working in the same vineyard."

Third, the time has come for educators to provide cooperative assistance to students to remediate or habilitate mildly handicapped students in both regular and vocational education. Alley and Deshler (1979) suggest that cooperative planning must be viewed as a process among instructional staff, administrators and parents. Each contributor must be viewed as an expert with unique knowledge and experiences. The participants must be flexible in both their attitudes and ideas. Finally, and most important, the persons involved in cooperative planning must be willing to change their administrative and instructional practices to provide the most appropriate program to this group of handicapped persons.

In conclusion, the historical perspective developed in this manuscript suggests that society is moving toward providing the handicapped equal access and opportunities so that these persons can become contributing members of society. Society is grappling with the issues under which settings and under what conditions can the handicapped contribute most effectively. The social process continues and the end is not in sight. Perhaps, the quote attributed to

Willa Cather, author of pioneer fiction, is best fitted to end this document. She reported stated, "the journey is everything, the end a point in the process."

REFERENCES

- Alley, G. and Deshler, D. Teaching the learning disabled adolescent: Strategies and methods. Denver: Love Publishing Co., 1979.
- Chaffin, J. D. Will the real "mainstreaming" program please stand up! (or...should Dunn have done it?) Focus on Exceptional Children, 1974, 6, 1-18.
- Deno, E. N. Special education as developmental capital. Exceptional Children, 1979, 37, 229-240.
- Deshler, D. D., Lowrey, N, and Alley, G. R. Programming alternatives for learning disabled adolescents: A nationwide survey. Academic Therapy, 1979, 14.
- Dunn, L. M. Special education for the mildly retarded: Is much of it justifiable? Exceptional Children, 1970, 37, 299-240.
- Dunn, L. M. (Ed.) Exceptional children in the schools: Special education in transition. New York: Holt, Rinehart and Winston, Inc. 1973
- Goldstein, H. Moss, J., and Jordan, L. The efficacy of special class training on the development of mentally retarded children. Urbana, IL: University of Illinois, 1965.
- Goodman, L. and Mann, L. Learning disabilities in the secondary schools: Issues and practices. New York: Grune and Stratton, 1976.

ADMINISTRATIVE TRAINING: THE KEY THAT
TURNS LAW TO QUALITY

Fred Baars
Consultant
Staff Development Services
Division for Exceptional Children
Raleigh, North Carolina

This "working paper" for the SAGE Conference is presented here in draft form with an open invitation for participant's reaction. The North Carolina Division for Exceptional Children is a strong advocate for team training and a multi-disciplinary approach to planning and implementing the educational delivery system appropriate for coping with the multitude of forces in our changing world which effect education. This paper will present a brief description of the issues involved in training educational leaders for full implementation of PL 94-142 (the Education for All Handicapped Children Act of 1975) and Section 504 of the Rehabilitation Act of 1973. The following three subtopics are essential parts of the administration training:

- 1) Perspectives,
- 2) Who is the educational leader to be trained?
- 3) Keys for assuring quality.

PERSPECTIVES

One of the essential survival skills of leaders is the ability to sense the "larger picture," to see how the present situation fits into an over all plan or direction. One of the most important dimensions of training is to assist educational leaders in gaining a better perspective of the change and uncertainty which is a part of our present culture.

Change in special education did not start with the enactment of Section 504 or PL 94-142. The passage of these two laws represents markers in the long progression of events leading to the multitude of programatic, fiscal, and compliance changes now taking place.

These laws were not created by any one group (eg. educators, legislators) but were the results of concerted efforts by parent organizations, citizens' associations, federal, state, and local educational and social service agencies.

The educational leaders in individual schools should not feel that they bear the total responsibility for implementing these laws. They must facilitate the use of all resources available. The degree of quality variance among school systems reflects the collaborative efforts of the school community. The implementation of the laws is not to be done by educators alone. Parents and handicapped individuals have worked hard for these laws to insure at least a minimum level of quality civil and educational rights for handicapped persons. Educational leaders must nurture and rely on this source of strength within their community.

There have been many misunderstandings about the purpose of the laws and the responsibilities of federal, state, local agencies and individuals. Communication channels must be opened and nourished. Barriers between regular and special education, education and human resources, teacher training institutions and state departments of public instruction must be broken. This is difficult because of struggles for allocations from the same tax base; priorities of the current administrators; and struggles for power or control budgets.

Administrators need to be taught skills that will enable them to administrate without appearing dictatorial. Administrators need mediation skills to resolve conflicts between staff, staff and parents, parent groups and agencies, and professional groups and/or unions and agencies. Administrators need instruction in, and access to consultation on, PL 94-142 and other school laws. They need to be aware of what resources are available to them, how to get these resources, and how best to use the resources.

WHO IS THE EDUCATIONAL LEADER TO BE TRAINED?

Preparing the educational leader in preparation to fully implement PL 94-142, SEC 504 and state laws and rules and regulations is usually designed for principals. In an ideal setting this inservice training plan may be appropriate; but in the "real world" settings we find the educational leader may be other members of the school staff. The assistant principal, school counselor, or lead teachers may be the real educational leader in a given school. Often the educational leadership role is shared. Training and Technical Assistance must be designed so that it can be delivered to the person(s) in a school who will take ownership of the educational leadership role.

The easiest method of assuring the appropriate persons receive training within a school without raising issues of professionalism or who is doing their job is to provide team training. The principal and at least one faculty member should receive training as a team. With the seriousness of the need for being knowledgeable and skillful in delivering

special education services, the principal should be relied upon to choose the team for his school. Each school, every personality make the team composition different. In North Carolina we feel we have been able to make more changes using team training approach than by providing the training only for principals.

Once the issue of ownership of leadership responsibilities has been resolved at the individual school level, we were ready to begin preparing training based on a previous needs assessment and the feed back from last year's evaluation of principals training programs. The major concerns for this year's leadership training were 1) How can I make the required changes in my school? 2) How can I improve the odds that I will be able to meet the needs of handicapped students and not have to have hearings to resolve problems with parents? 3) What can happen in a due process hearing? and 4) What should I be able to do to provide support and leadership for my school's faculty? These concerns were answered in the 1979 training by providing the school teams knowledge and skills in the following four areas:

1. The Management Process - management strategies to help the education leaders identify issues, resources, and set realistic goals for change.
2. Due Process and Communicating with Parents
3. Due Process - Legal Aspects -
A look at the system and a review of several examples of North Carolina hearings.
4. Observational Skills - The educational leader must be able to identify faculty needs and know resources.

KEYS FOR ASSURING QUALITY

Leaders and Laggards - Most people do the best they can . Most educators need only receive a clear explanation of why and how the task should be done. Their professionalism and humanism will produce quality work which will result in full and appropriate services for handicapped students. But because there are a few "Laggards," laws are a necessary part of our society to assure minimal compliance. This also causes the State Education Agency to have to take on monitoring responsibilities.

Attitudes - Physical changes and paper changes can occur and be monitored easier than the change in attitudes. We have found that real changes in the attitudes of teachers and principals are usually the result of success with handicapped students. Often a study of handicapping conditions and the educational problems of handicapped students result in negative attitudes toward serving handicapped students as the teacher may develop fear and doubt of being successful.

Comprehensive Planning - Shared responsibility for implementing a system for delivering educational services to all handicapped students necessitates that all parties involved have an opportunity to fully participate in long range planning if they are to be expected to be responsible for the implementation of the plan. Clearly written plans for meeting full service goals and objectives of the law must be available for communication concerning lines of authority and responsibility.

Inservice Training - Training should be a resource available for parents, teachers and administrators who have an identifiable need. The training should be delivered where the need originates. If a teacher

¹⁷⁹
needs special knowledge or skills in order to serve a handicapped student, the training ideally may take place in their classroom and possibly be provided by a peer teacher or a Local Education Agency staff development specialist. This is an inversion of present practices which usually require the teacher to take a fixed university course. A total inservice support system would include peer teachers, school leaders, Local Education Agency-personnel, regional personnel, state personnel and university personnel. Each resource should be identified and used according to the level of ability to meet individual teachers needs.

Team Training - Barriers with professional relationships, with parents, handicapped students, and with the community must be broken down in order to achieve an educational delivery system which centers on individual student's needs as opposed to having the student conform to each individual educational service. Team training (including parents) helps define roles and support. Team training fosters communication and rallies support and breaks down professional protectionism. Joint training between regular and special educators helps break down any mystique and helps overcome problems of professional jargon.

Research - Educational research should be conducted at the school level as well as in university laboratory settings. Teachers and parents are rarely encouraged to do educational research. Systems for disseminating validated methods among parents and professionals must be developed for the research to be of service.

These are but a few of the keys for assuring quality. The future will soon reveal the many new opportunities the educational leaders will

have to explore, evaluate and decide if they are worthy of implementing.

These will include some of the following:

- increasing standards of qualitative effectiveness
- competency testing of teachers
- closer screening of teacher candidates
- closer monitoring of individual student progress
- use of electronic aides taught as a part of handicapped students survival skills
- improved child find mechanisms
- increased understanding of the implementation of federal and state regulations and procedures
- better use of tests and procedures for assessment, placement, and evaluation
- inservice training will be designed to respond to and support individual "teacher/student" needs
- greater student support at the secondary level will become available
- vocational and recreational programs will receive greater emphasis
- greater participation of parents, handicapped citizens and the community in the evaluation and support of the educational program
- greater use of due process, litigation and advocacy groups to put into practice the concepts of PL 94-142 and Section 504.
- foresight to predict the negative effects of tax limitations and backlashes in human rights programs
- greater participation of teacher organizations and unions in all phases of planning and implementations
- greater use of technology for human engineering
- greater use of comprehensive planning.

With a positive outlook, you can easily expand this list.

If there is any one common strain in the keys that turn law to quality education services I feel it must be in the educational leader's ability to involve all parties on a common ground of communication for planning and implementation of the concepts of the law. Often the weakest links can be the strong administrators who feel they can or must make the changes and face the future forces on education alone.

Your reaction and additions are welcomed.

Mr. and Mrs. Employer - How Can We Help?
(Community Cooperation toward the Employment
and Training of the Handicapped)

JoAnn Balmer
Tacoma, Washington

The Educational system has only one means of determining student effectiveness: the employment success of the program graduates.

The handicapped graduate poses a major community concern. Will the handicapped fit into the mainstream of society? Is the student ready for the complex world of work? Realistically, is the employer ready to receive a handicapped employee? Are the other employees ready to receive a handicapped person within their circle? Is the school structure readying the handicapped for successful accomplishment in society?

CONCERNS

The development of an effective and efficient education structure is contingent upon the degree of cooperation between community and school agencies. Presently, in the Tacoma area there are seventy separate social-educational-vocational agencies that are invading the community to compete for the same job placement sites. The lack of coordination between agencies has decreased the possibilities of 1) developing job sites, 2) completing a task analysis on all jobs and 3) a collaboration between secondary education and vocational education in defining the required skills for existing vocational courses.

Handicapped youth must be given training and experience which is relevant

to them in terms of entry level and potential. Employers must be given the opportunity to learn the wide range of activities the handicapped person can accomplish and the level of excellence he/she can achieve.

The primary concern is that public schools maintain a better track record in readying our special education students for a better quality of life. To accomplish this goal, schools must strive to re-evaluate needs at the high school, vocational school, agency and private sector levels for the handicapped student.

NEEDS AND TREATMENT

Employers and agencies need to be aware, to be accepting.

Most employers and agency persons want to be supportive, but are uninformed concerning handicapped people. Many are surprised when they visit a work facility for the handicapped and discover well groomed, socially aware, hard working handicapped persons producing a product at a high degree of proficiency. Employers are steeped in stereotypes concerning the handicapped. Business people need to have employees that will produce at a maximum level. Employees must earn their hourly wage. Unions must protect their members by expecting a high quality-quantity rating.

The added pressures of Section 504 and Affirmative Action have forced businesses and agencies to resort to subtle rejections such as "The job is filled", "The unions forbid us hiring the handicapped", "Our insurance premium would double if we hired a handicapped person", and the many job descriptions that are exalted just to exceed the physical or mental grasp of the disabled candidate.

Some businesses do hire and then use the following to fire: "He is too slow

at tying the knots etc. required", "We told her what to do once and she didn't get it, and we do not have enough supervisors to explain over and over". "The customers were unable to deal with a girl in a wheel chair". Most of the excuses are shallow, but real. The answer to these dilemmas are not to force laws and regulations on the business-agency community but to educate and assist whenever possible. The education of community groups evolves slowly but can be accomplished by:

- 1) Service club presentations.
- 2) Calls on business leadership to inform them concerning the handicapped and offering assistance in training personnel, supervisory etc.
- 3) Providing expertise for inservice within agencies and the private sector.
- 4) Inviting business-agency leaders to serve on vocational special education advisory committees.

New and different sites need to be developed to accommodate all handicapping classifications and to provide the opportunity for the more affected individual to be employed, stay employed and to move upward in the job. Most vocational training centers for the handicapped train their clients in janitorial and dishwashing. Practically speaking, the centers are training to the available community job market. A site search and program development would be a start toward allowing handicapped persons a choice in job selection as is available to the rest of the working population.

The Vocational Education structure needs to concentrate on people rather than procedure.

Entry requirements that penalize the academically deficient with promising

practical abilities discriminates against a large group of handicapped individuals. This situation could be improved if:

- 1) Entry criteria was changed to accommodate the individual needs of the applicant.
- 2) A support person would be added to the staff to work with handicapped students (resource concept).
- 3) Written requirements were modified slightly.
- 4) Inservice training would be initiated to train instructors in the differences and likenesses of the handicapped student.
- 5) Information were shared between special educators and vocational educators.

Special educators must be aware of the objectives of vocational education. To better prepare their handicapped students for entry into vocational classes. The onus is among the Special Educators to prepare the handicapped student for the "world of work"; and to cooperate with the working world in preparation of the handicapped graduate.

Schools need to get their act together.

If professional staff is to train the handicapped student to success, the training ground must be realistic. Students need to have work experience away from the classroom, (competative-sheltered), curriculum focused on career-vocational transferable subjects and the opportunity to associate with others of differing mental, physical and emotional abilities.

Tacoma District's philosophy is to place all students together. In 1959, Dr. Henry Bertness, Assistant Superintendent for Pupil Personnel Services, introduced the concept of "progressive inclusion" to the Tacoma School

District. This philosophy was based on the least restrictive alternative and was the precursor of the mainstreaming efforts currently being adopted nationwide.

Through this policy handicapped students are afforded the opportunity to attend available high school vocational classes, of access to career education rooms, to use materials and obtain career counseling. The philosophy of Progressive Inclusion is good and it is working, but there are needs that still must be addressed if special education vocational goals are to be met.

It isn't easy teaching kids. Class loads are too large. Inflation has gotten to us all. Threats are pressing in from above and below. The final blow is often when Susie Special Education pokes her head in the door and announces "I have this kid who is ready for your cooking class!" There are no easy answers for this type of problem, but there is hope if the school district will provide -

- 1) A setting with all kids in the same building where the opportunity for integration is readily available.
- 2) In-service for regular education teachers on the differences and likenesses of handicapped students.
- 3) Access to vocational-career education classes for all students.
- 4) Classes in career-vocational education that fit the needs of all academic, social, and physical ability levels.
- 5) Administrative leadership that is sensitive to the needs of all students and all staff members.

Tacoma District has made strides toward the suggestions listed above. All handicapped students are housed in regular school buildings. Handicapped students are observed daily in academic and vocational classes working at their own level.

Administrative seminars were held for all administrators and counselors on the implementation of PL94-142 and the IEP. We have an impressive start, but more needs to be done in the future.

Special Education teachers need to face certain realities: Handicapped kids can give the employer his or her money's worth! There is no need to apologize for our kids. Teach them to communicate. Teach them to listen and follow directions. Teach them to use public transportation. Teach them basic, acceptable social skills (to react and interact appropriately to the height of their ability). Mix all kids together. Practice dexterity, coordination, and discrimination by size, shape and color. Special Education has the task of turning around an often sheltered, immature handicapped person into a disabled person who is able to work and be accepted in society.

We as special educators have an ambitious, but not an impossible task ahead. District leadership must use their creative imagination and determination to deal with the existing community issues.

OUTLINE: THE ACID TEST

I. A LONG HISTORY OF RIGHTS AND RESPONSIBILITIES

A. The right to a free and appropriate education has existed for many decades

1. Preamble, Constitution of the State of Washington

It is the paramount duty of the State to make ample provisions for the education of all children residing within its border without distinction, or preference on account of race, color, caste or sex (1889)

2. Section 504, Vocational Rehabilitation Act of 1974

3. P.L. 94-142

4. Over the past decades, numerous statements have been adopted by state and federal agencies as well as national professional groups

I. THE PROBLEM IS IN IMPLEMENTATION, ESPECIALLY IN THE CHASM BETWEEN KNOWING AND DOING

A. Awareness is necessary, but not sufficient

B. Commitment (values, attitudes, urgency, willingness) leads to implementation

C. Implementation is the product of awareness and commitment

D. Diffusion is the signal of successful implementation

III. SOME BARRIERS TO IMPLEMENTATION PERSIST

A. Delusion of expertise, self-annointed

1. Therefore, that person is not available to learning and changing (if one knows already)
2. Therefore, that person is unresponsive to data (if one has conclusive personal data)
3. Therefore, there exists an inability (unwillingness) to deal with questions of sampling, validity, reliability

B. Delusion of self-determination

1. "Self-determination is my professional right"
2. "My classroom is mine!"
3. Therefore, interdependent implementation becomes very difficult

C. Delusion of perfection (perfection alone deserves acceptance)

1. "It doesn't work for everyone" (must it?)
2. "I tried it once; it didn't work" (adequate sample?)
3. Application of an absolute rather than a relative standard (human attempts examined from an absolute perspective will be found short of perfection; hence the attempt may be dismissed)

D. Absence of a visible data-base

1. Data supporting the effectiveness of education for all are to be found, but not readily visible
2. Success experiences (N=1) are present but not easily shared. (If an N=1 success is accomplished, it can be done. If with one, why not with many?)

3. The success/failure ratio should be the measure of success (relative) rather than the elusive search for total success (absolute)

E. Absence of a sustained staff development network in school systems

1. Multiple approaches are necessary for effectiveness: strategies, content, participants, and frequencies must be in-multiples for comprehensive and enduring effectiveness
2. Avoid confidence in the singular (one-time) approach, however well received

V. TWENTY-ONE YEARS OF TRYING (FREE AND APPROPRIATE EDUCATION FOR ALL IN THE TACOMA PUBLIC SCHOOLS)

A. 1958: establishment of policies/practices

1. All children/youth are to be educated
2. Education is to be appropriate for each student (individual educational program)
3. All resources of the system are to be available to each student as appropriate
4. All facilities are to be accessible
5. Progressive inclusion is to be a part of each handicapped student's educational program (all students in school; all resources used as appropriate)
6. There will be no special education buildings; special education programs will be found in regular buildings: elementary, junior high and senior high schools
7. Staff recruitment/hiring will include information regarding the education of all children, inclusion and "everyone is involved"

B. During the past twenty-one years our success/failure ratio has been high

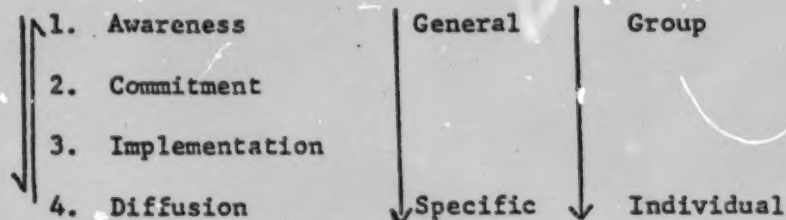
1. Successes (student, program, system) tend to run greater than eighty percent
2. Improvement continues to be sought and achieved
3. Incremental gains far out number dramatic gains

C. UCEA/SAGE leadership development, 1977/79

1. This project offered a needed opportunity to work with principals regarding implementation of appropriate education for all

2. Our UCEA/SAGE leadership development strategy:

- a. Small groups (N=30 or less)
- b. School district special education coordinators as trainers
- c. Located at a place away (workshop site)
- d. Emphasis on students, learning and data
- e. Planned social interaction
- f. Emphasis first on what is the most correct and effective educational procedure; second, the legal and policy mandates
- g. Use of "the ACID Test" (sequence)



- h. Follow up workshops with responses to suggestions/concerns raised by the principals

3. UCEA/SAGE workshops were reported as very effective by from 80-90 percent of the participants, however, nearly all participants noted that more needs to be done and requested more workshops of a similar nature

D. Other enabling actions in the school system

1. Open enrollment (access to any school)
2. Summer counseling (informing regarding options; assisting to exercise option, etc.)
3. No rejection of students. We have accepted our responsibility to educate all students
4. We practice open-ended program development. When we find that we need additional programs to respond appropriately, we develop and field those programs

V. CERTAIN POINTS-OF-VIEW/PRACTICES SHOULD BE CONTINUED (INITIATED) SINCE THESE OFFER A HIGH PROBABILITY OF POSITIVE IMPACT ON THE EDUCATION OF ALL

- A. Insist (in law, policies, professional statements and administrative guidelines) that the education of all children is educationally, morally and legally correct and possible
- B. Reaffirm human variability as a normal, expanding and enabling condition
 1. To learn is to become more variable
 2. To be normal is to be variable; to be variable is to be normal
- C. Emphasize learning as the mission of the schools
 1. Student learning is a more comprehensive phenomenon than is instruction, teaching or schooling

2. The learning life of the student includes:
 - a. The student's learning reality (what, why, where, when, how)
 - b. Those conditions which facilitate learning
 - c. Those conditions which are barriers to learning
- D. Support the reality and power of the single success (N=1)
 1. When one succeeds with one student, it is clear that it can be done
 2. The N=1 successes may have more answers (insight) than the usual studies involving larger numbers
- E. Teacher, educational specialist and administrator education should include certain integrating components
 1. All content and procedures should deal with all children and youth
 2. Educators (teachers, specialists, administrators) should be educated together in preparation for working together
 3. All educators should be educated to expect all children/youth in school systems
 4. The education of educators should continue in school systems
- F. Responsible school administration should be expected and supported
 1. Expect the administrator to lead in implementing the education of all consistent with law, learning data and the best of educational practice
 2. Grant the administrator the authority and resources necessary to succeed with assigned responsibilities
 3. Support the administrator so that cooperation, respect, credibility and effectiveness will not be diminished

VI. THE TASK BEFORE US IS TO FIND BETTER WAYS OF IMPLEMENTING WHAT WE KNOW.
UNDOUBTEDLY, WE WILL ALWAYS NEED TO KNOW MORE, BUT AT THIS TIME OUR
IMPLEMENTATION NEEDS TO CATCH UP WITH OUR KNOWLEDGE

July 8, 1979

Henry J. Bertness
Assistant Superintendent
Pupil Personnel Services
Tacoma Public Schools

AFFIRMATIVE ACTION REPORT

Thomas Bowdle
Director, Equal Opportunity Affairs
Kaiser Aluminum and Chemical Corp.

"Weber vs. Kaiser Aluminum & Chemical Corporation and The United Steelworkers of America" has now been resolved by the United States Supreme Court. Unquestionably, the result is a landmark decision in the history of the Civil Rights Movement. Certainly the decision reinforced Affirmative Action by confirming the propriety of employers and/or unions to voluntarily seek solutions to difficult issues posed in the pursuit of Equal Employment Opportunity.

The case and the time involved reflect a period of much change. Yet, much has not changed. The fundamental issues and mission of the Civil Rights Movement remain unfulfilled. We, as a corporation, in our role as a citizen and an employer, continue to have an obligation and a commitment to continue in the quest for Equal Employment Opportunity.

This objective, and the vehicle to accomplish it has been labeled "Affirmative Action." Unfortunately, like all "labels," it means different things to different people. The "people" who benefit from the entire process are often the nebulous "they." But "they" are "us." For example, almost all media treatment of "Affirmative Action" conflicts has been posed in a "Black-White" scenario whereas, in fact, almost all of us are protected from employment discrimination by some piece of legislation.

The Civil Rights Act of 1964 prohibits employment discrimination because of race, color, sex, religion, and national origin. The Presidential Executive Order No. 11246, first issued by President Roosevelt,

espouses the same concept. The Age Discrimination Act, amended in 1978, prohibits employment discrimination against those between the ages of 40 and 70. The Rehabilitation Act passed in 1973, prohibits discrimination because of physical and/or mental impairments and calls for Affirmative Action planning, likewise, with Vietnam Era Veterans and Disabled Veterans. Thus, the concept of Equal Employment Opportunity is pervasive in the field of employment.

The objective is simple -- if this nation and this society are to survive -- socially, politically, economically, and morally, no citizen will be deprived of the opportunity to obtain employment and thereafter achieve in the world of work because of race, color, sex, national origin, religion, age, physical or mental impairment, or veteran status.

What creates employment discrimination?

First of all, we must understand the three elements of employment discrimination.

1) The world of work has been organized and controlled by white males. This key element has been a product of our entire society and its value system. I would characterize it in the following manner:

White males essentially have always had first option on all jobs that they wanted and had the necessary attributes to perform. Granted, among themselves they may have preferred Protestants over Catholics, Gentiles over Jews, Germans over Irish, tall men over short, handsome over ugly, Yaleys over Ohio Staters, married over single, Northerners over Southerners, physically fit over the disabled, city slickers over farm boys, and grey striped suits over sport jackets, or vice versa; but in the final "run for the roses," as it were, usually, only white males competed and only white males won.

2) The key to obtaining and retaining employment lies in one's capability to pass two institutional barriers that are most commonly described as

qualifications and performance. Although each of these should be measured by objective criteria -- 10 years of so-called Affirmative Action has clearly indicated that both issues have been too often measured subjectively.

3) Last, but certainly not least, is that people possess, as part of their value systems, deep abiding prejudices not only against those of a different color, race, religion, and national origin, but likewise prejudice regarding roles in society associated with their sex, age, and physical/mental condition. These three elements--acting in concert--with or without malice--have, in fact, deprived a substantial portion of this nation's society of the opportunity to obtain and retain gainful, satisfying employment. And, this nation, through its legislative and judicial process, has found it necessary and proper to take steps to change this historical pattern of discrimination as it related to employment.

How to eliminate employment discrimination

Now, in what manner can employers fulfill the mission of eliminating employment discrimination, taking the three elements just cited into account.

The one element of discrimination over which employers have complete control is the process and procedures associated with qualifications for employment and the measurement of performance to retain employment--in effect, the system of managing Human Resources which is exactly what Affirmative Action is all about. Consequently, the principal thrust of our Affirmative Action Planning is to evaluate our criteria for establishing qualifications for employment and measuring performance for both job retention and achievement on the job and measuring performance for both job retention and achievement on the job as well as all related matters that affect employees. The conclusions of this self-evaluation and the product

of that process in terms of change works to the benefit of all employees and potential employees. Let me cite a few examples.

1) A given job is made up of a number of tasks. In our efforts to bring women into non-traditional occupations, particularly in hourly paid occupations, the resistance point often has been the allegation that a woman cannot physically perform one of the tasks of that job. However, careful examination of the task often indicates that men should not perform the task the "way it is done" because it is either inefficient and/or unsafe. Using today's technology, and changing the way tasks are performed, more women can perform the job and the job can become safer or easier for the man or woman.

2) As employee benefit plans have expanded over the years, hospital/medical/dental care, sickness and accident benefits, life insurance, medical retirement and workers compensation programs have become major employment costs. In an attempt to control that cost, employers established increasing physical requirements for employment. However, since the passage of the Rehabilitation Act of 1973, which also calls for Affirmative Action Planning, the self-evaluation process reflects that increasing physical requirements have not seriously controlled benefit costs and have minimized job opportunities for those who could in fact do the job. Consequently, our pre-employment physical requirements have been revised to make them job related with maximum concerns and controls for the safety of employees and their fellow workers.

3) One last example, in principle, regarding qualifications. For years, certain office occupations required both typing and shorthand. Employers paid for both skills. Usually, the lack of shorthand skills eliminated many candidates. A study of these occupations often reflects that shorthand is not required and typing skills alone fulfill the needs of

the job. This analysis of qualifications is significant as it applies to "high school" education, prior experience, certain types of training, and the significance of "grades." Many of these historic qualification "myths" are being case aside as totally subjective, and this works to the benefit of all employees.

These are but a few of the hundreds of self-evaluations being made to eliminate employment discrimination.

How about the other two elements -- white male domination of the world of work, and basic human prejudices -- what can employers do about these?

First of all, management must professionally and objectively manage human resources within the concept of Equal Employment Opportunity. This is precisely a key role for which managers will be held accountable. Managers can be assisted in this role of "managing change," through training programs.

Now, what about the other element -- the prejudices we all possess? Some say people can't change, and even if they can, it is not the employers' responsibility.

Well, we think people will change through experience, and the willingness to perceive, understand, and respect others' values. We have been watching it happen over the last 12 years. Granted it is not the role of employers to tell employees what to believe in or what their values should be -- but they can create an environment where all employees have respect and stature. This concept is implicit in this company's belief that "One Person Makes A Difference."

Toward A Sense of 'Intellectual Crisis'

Roberta Felker
University of Wisconsin/Madison

"I don't know what you mean by 'glory,' Alice said.

Humpty Dumpty smiled contemptuously. "Of course you don't - till I tell you. I meant 'there's a nice knock-down argument for you!'"

"But 'glory' doesn't mean 'a nice knock-down argument,'" Alice objected.

"When I use a word," Humpty Dumpty said, in rather a scornful tone, "it means just what I choose it to mean - neither more nor less."

"The question is," said Alice, "Whether you can make words mean so many different things."

"The question is," said Humpty Dumpty, "which is to be master - that's all."

(Carroll, 1862)

As stated with admirable clarity by Humpty Dumpty, words devoid of context meaning can easily become the tools of "one-upmanship" - a dilemma all too common with traditional evaluation methods. This paper will focus briefly on the metaphors, meanings and assumptions underpinning the evaluation phenomenon, and conclude with some questions that might make a difference if they were asked - and talked about in this setting.

Growing in part out of the aspirations of an emerging industrial society and the accompanying pressure for and perceived value of technological efficiency (see F. W. Taylor's The Principles of Scientific Management, 1911; F. Bobbitt, The Curriculum, 1918; W. W. Charter, Curriculum Construction, 1923), the field of evaluation research emerged from the 1950's with a rhetoric which reflected an essentially efficiency oriented, value-neutral stance. This language of objectives, logistics, impact, accountability, and systems analysis was reinforced in the 60's through developments such as the 1965 legislation requiring evaluation reports for continued support under Title I and Title III of the ESEA, as well as the introduction of PPBS (Planning, Programming, Budgeting System) into the decision-making processes of the federal government. While objections to the experimental models grounded in these slogans (e.g. Cronbach, 1963; Guba, 1969; Scriven, 1967) have resulted in forays into the realms of management theory (e.g. Stufflebeam, et al., 1971), literary criticism (e.g. Eisner, 1975) and jurisprudence (e.g. Wolf, 1974) for alternative models of evaluation, the following brief critique of these models will begin to illuminate why they can at best give only a limited perspective on the value of educational events.

"Social inquiry may attempt to achieve successful prediction and explanation, but it is chiefly an effort to interpret and structure the social world by establishing languages and symbolic universes used in comprehending and carrying on social life. The function of policy research is at least as much to describe and discuss the premises and objectives of policy as it is to predict policy results. In this sense, applied research resembles a discourse about social reality - a debate about social problems and their solutions. Like intelligent discussion or debate, applied research does not necessarily reduce disagreement. Instead, it calls attention to the existence of conflicting positions, sometimes elaborates them, and sometimes generates new issues altogether."

(Cohen and Garet, 1975, p.42)

"A researcher who fails to ask questions about his own role will be imprisoned by it and will end up misrepresenting other people's problems. He will translate them into a pseudo-scientific form which makes them unrecognizable to those who actually have them. Teachers' lack of interest in these 'results' will then be attributed to their inferior intellect or lack of objectivity, and ritual tut-tuttings will be made about the 'communications gap' between researchers and teachers."

(Chanan, 1977, p. 8)

Evaluation is, in itself, a process of social valuing, of making judgments regarding which of a range of possible value systems will be used to give meaning to an activity (Apple, 1974; Karier, 1974), and, further, which activities seem to require explanation. Static evaluation models based on a quasi-scientific and quasi-neutral framework have contributed to the lack of a "sense of intellectual crisis" (Chanan, 1977) in the evaluation field, that is, their language and rationality have become so common-sensical that they are no longer seen as questionable. Goals of technical precision and statistical certainty are at the least limiting and inaccurate, but more importantly, they can prevent us from critical examination of or significant alterations in our own taken-for-granted perspective. The unique complexity and ambiguity inherent in human action is flattened by the consensual assumptions (regarding, for example, project goals and the criteria for success) basic to the stability of these models. They are fundamentally conservative in that, in Gouldner's words, they treat institutions as given and unchangeable, propose remedies for them so that they can work better instead of looking at alternatives to them, and "explicitly or implicitly, counsel acceptance or resignation to what exists, rather than struggling against it." (Gouldner, 1970, p. 332) Apple (1974, p. 12) makes this often unrecognized distinction: i.e. that the guiding principles of evaluation (conceptions of achievement, success or failure and so on) are social constructs - they are not inherent in individuals or groups of people. He goes on to note that the identifiable social rules about what is considered a "good" or "bad" program are similar to the notion of deviance in that, in Becker's terms, social groups create deviance by making rules whose infraction constitutes deviance, and by applying

these rules to particular people and labeling them as outsiders" (Becker, 1963, p.9). This has important and exciting consequences for evaluation research, since it implies that a complete understanding of a situation must include an exploration not only into the mechanics of the program itself, but also into the taken-for-granted rules and assumptions (ideological context) that give certain forms of knowledge value in this setting.

To begin going beyond the traditional concept that what we see is as it appears, we must begin to hone our sense of intellectual crisis, to deal with the dialectics of awe and mystery, stability and change, dialectics which pay no attention to the rules of industrial logic. The following questions may provide a forum for exploring the ideological nature of our educational evaluation process:

- * What ideologies lie behind the questions that evaluators and other educators ask? What social and political interests has the search for efficiency and quantitative output measures reflected?
- * How are data used politically in educational reform and policy making? What assumptions underpin the constructs within which these data were generated?
- * What should be the relationship between evaluation and the other disciplines to which it may turn for insight and support?
- * How can the evaluation field incorporate insights from other disciplines and yet not uncritically appropriate models and terminology?
- * What alternative forms of "rationality" can be used to help illuminate the complexity of the human situation that evaluators confront?
- * What role can a new critical evaluation play where the project funding agency and/or administrative team would see activities such as the scrutiny or program objectives as illegitimate? How can this tension be resolved?
- * How do we define new standards for evaluation focusing more on "whose criteria" and "why" (rather than on "which criteria" and "how") to avoid oversimplification on the one hand and chaos on the other?
- * German social theorist Jurgen Habermas talks of purposive-rational action, or those forms of logic whereby people redefine political and ethical questions in terms of an engineering rationality amenable to controlled techniques to get to chosen ends. He argues that this orientation depersonalizes human interaction to the point where patent ethical and political dialogue cannot occur. How can evaluations be more responsive, leading to responsible decisions and action?
- * How can we as educators cope with the probability that "truth" and certainty will not be forthcoming, that all our answers will be context-bound and riddled with ambiguity? With this in mind, how do we commit ourselves to action?

"Part of the response (to questions such as these) is the realization that our very commitment to rationality in the widest sense of the term requires us to begin the dialectic of critical understanding that will be part of political praxis. Yet another part of the response... (is that) even our 'neutral' activity may not be so. One has no choice but to be committed."

(Apple, 1973, p. 37)

References

- Apple, Michael. "The Process and Ideology of Valuing in Education Settings," in Apple, Michael W. et al. (eds), Educational Evaluation: Analysis and Responsibility. Mc Cutchan, 1974.
- Apple, Michael. "Common-Sense Categories and Curriculum Thought." Paper presented at the conference, "Toward the Reconstruction of the Curriculum Field," Philadelphia, PA, 1973.
- Becker, Howard. The Outsiders. New York: Free Press, 1963.
- Chanan, Gabriel. "Comment on Jack Wrigley's 'Pitfalls in Educational Research,' Research Intelligence, 3, 2 (1977), 8-9.
- Cohen, David K. and Michael S. Garet. "Reforming Educational Policy With Applied Social Research," Harvard Educational Review 45, 1 (February, 1975) 17-43.
- Cronbach, L. J. "Course Improvement Through Evaluations", Teachers College Record, 4, 1963, 672-683.
- Eisner, E. "The Perceptive Eye: Toward the Reformation of Educational Evaluation." AERA, 1975.
- Gouldner, Alvin W. The Coming Crisis of Western Sociology. New York: Basic Books, 1970.
- Guba, Egon. "Significant Differences," Educational Researcher, 20, 1969, 4-5.
- Habermas, Jürgen. Knowledge and Human Interests. Boston: Beacon Press, 1971.
- Scriven, Michael. The Methodology of Evaluation. In AERA Monograph Series on Curriculum Evaluation, No. 1. Chicago: Rand Mc Nally, 1967, 39-83.
- Stufflebeam, D. L. et al. Educational Evaluation and Decision Making. Illinois: Peacock, 1971.

THE OPPORTUNITY TO FAIL

John Gavin
Miles Laboratories, Inc.

Gladstone (1809-1898), the British statesman and prime minister, is reputed to have defined success as the ability to go from failure to failure without becoming discouraged. The underlying truth in this statement is that if we are perceptive, we do learn from the failures in our lives, put them behind us, and go on to other things. Inherent in such a definition is the question of how does one develop the mental toughness required to reject rejection and to continue to expose one's psyche to further rebuffs. For most people this is accomplished on a trial and error basis as they move through the various stages of their lives. They grow in wisdom and gain the inner strength they need as they experience both success and failure in putting their acquired knowledge to the test of practicability. The direct experience in personally meeting problems teaches what observation of other people reacting to similar problems can never teach. There is an opportunity to fail. Without failure as an alternative, the ability to grow through experience is distorted.

Many handicapped persons, particularly children, are denied the opportunity to develop in this manner. Parents, relatives, teachers, and friends are often overprotective. Some of them seem to have a desire to shield the handicapped from the realities of life, as they discourage handicapped persons from attempting anything which might lead to failure. This attitude is characterized by a "father knows best" approach, combined with a stereotyped judgment of what people with particular handicaps are capable of

doing. The approach is negative and emphasizes what can't be done rather than being positive and focusing on what might be done. It overlooks the fact that even handicapped children will mature and accept responsibility if they are not forced into dependency. The emotional preference for the comfortable solution rather than the difficult one must be avoided. Everyone should be provided with an opportunity to fail.

The handicapped, like everyone else, have a need to know their own worth and to plot their own destinies. It is important they attain as much independence as possible. To do this requires psychological self-sufficiency. This does not come about under paternalistic conditions which only lead to lifetime dependency but by experiencing real success and failure. The best educational and training programs are those in which people are given responsibilities and then allowed to make mistakes. At present, this is not the case in most programs dealing with handicapped persons. In fact, the handicapped are given so few options, it is almost impossible to win or lose. Existence is somewhat neutral.

This is not to say the handicapped do not now fail. They do, but in a manner which is certain to make them continual losers. The general pattern seems to be an initial unsuccessful or borderline effort in providing some designated opportunity. The program failure is rationalized by concluding that handicapped persons cannot do this or that or whatever. Little or no effort is made to review the program content within the context of the handicapped experience. There is, and has been, a lack of communication between

the various groups involved in devising and implementing programs to assist the handicapped in their attempts to improve the quality of their lives and to participate in mainstream activities.

Perhaps the physically able have not yet reached the level of sensitivity required when dealing with handicapped persons. The handicapped *individual* is all important. People with physical and mental disabilities must adjust to their problems on their own terms, and the psychological aspects of this adjustment are not understood. Why do some handicapped persons succeed while others do not? We do not know. The spectrum of reactions is extreme. Some people are highly independent. They neither want nor need help. Others require much assistance. Flexibility of approach coupled with a sensitivity for individual needs is necessary when any attempt is made to provide mainstream experiences.

With children it is important they be given a variety of choices at a time when they naturally would be seeking responsibility for their own lives in light of their growing maturity. Their decisions should be respected by parents and teachers alike. The particular task(s) is not important; the desire to do something positive is. If nothing else, the child will find mistakes are to learn and go forward from and not to look back upon.

Adults have problems with paternalistic attitudes also. Attitudinal barriers are responsible for the difficulties faced in obtaining employment and progressing upward after starting work. Employers use the same refrain as do the educators with children. You can't do _____ or _____ or

_____ if you are blind or deaf or in a wheelchair or whatever. The handicapped wind up in a box, the dimensions of which are set not by the inherent limitations of their own individual talents but by limitations in the vision and understanding of others in positions of authority. Thus, regardless of ability, handicapped workers may be denied the opportunity to fail and may be kept in an infantile environment by employers who insist they know what is best.

In both children and adults, all of this generates feelings of frustration and anger. Often the anger is directed both outward and inward — outward towards those who are perceived as intruding into personal affairs; inward, because of hostility to those who they believe are trying to help them. What it does is reinforce a general feeling of inadequacy. When success is ignored and failure or inability to perform is overemphasized, failure will become ingrained and the expected result of any endeavor. This is not an opportunity to fail; this is directed failure. It is important to distinguish between the two. The attitudinal barriers underlying the latter must be eliminated if the handicapped are to be given an opportunity to fail so that they might attain the alternative — success — as they as individuals wish to define it.

PROJECTS WITH INDUSTRY:

ITS SOCIAL, ECONOMIC & POLITICAL CONSIDERATIONS

JOHN GLOWE AND MARY RAITH

Administrators, Educators and Industry have had to deal with a widening array of problems which have affected their ability to meet their communitys' need for quality education and citizens prepared to function within the community. As a result, a communication void exists between the cornerstones of our society and is growing at such a rate that the "mutual responsibility" approach has been discarded in favor of a posture of territorial defense.

History has demonstrated that the only time there is significant "human" change is when prior conditioning and bias is put aside. It is hoped that would be the case when reading this working paper. Its intent is not to fix blame but rather see a different perspective and remain open to creating solutions to problems rather than restatements of issues.

The focus of this paper will be to touch on the Social, Economic and Political concerns as they are directly expressed by industry and the family regarding the handicapped student.

I. SOCIAL:

With the disintegration of the family unit as a viable social force, education has had to shoulder the burden not only for the "three R's", but also the behavior, social responsibility and morality of the student. The resultant frustration has led in some sectors to the "let George do it" attitude so that in the case of the handicapped student (to include the non-academically inclined)

they are entering the labor market ill-equipped at best, to compete. Welfare, Social Security and Rehabilitation have had to pick up as clients, those who need not be unproductive, but because of the lack of a co-ordinated effort have added to the rising cost of social benefits.

The implications of the lack of an organized approach to meeting PL 94-142 and Section 504, touch the heart of our society. The creation of a second-class citizenry, lost human resources and total frustration by the members of society toward bureaucratic systems will be exploited in the future and based on history, no good will come of it.

Industry has attempted to shoulder some of the load through programs like Projects With Industry on the national and local basis, General Motors Student Co-operative and the Chrysler Training Program but they too are beginning to rebel. Major industries throughout the country no longer wish to be seen as the sole source of salvation. The economic drain is too much. This also ties into the needless drain on state-wide funds for rehabilitation - after the fact.

Caught in "no man's" land are the families. However, let there be no mistake - the family unit is critical from all aspects: Social, Political and Economic.

II. ECONOMIC:

Directly tied into the social considerations are the economic factors. Tax revenues are dwindling at a rapid rate due to voter rejected levies; industry sees a reduced tax base as more welfare recipients enter society and industry in turn is asked to spend more for a lower return.

Industry for years has maintained cost shared programs to help the handicapped become productive. However, the cost has been higher than necessary due to the fact many of the handicapped entering the labor market could have been better prepared. Granted that Section 503 and Affirmative Action has not been welcomed with open arms by the whole industrial community. There are concrete examples nationally of industry taking positive steps to use the capabilities of the handicapped rather than perceive only their limitations.

Unless there is a joint effort with education and industry, the economic factors of: reduced tax bases, voter rejected levies and increased welfare recipients will create such a burden on our economy that self initiative and free enterprise will go the way of the dinosaur.

III. POLITICAL:

Should an attitude of non-compliance continue to be perceived (even if in fact this attitude does not exist) control of education will be taken away from local administrators and become part of the Federal morass, further dilluting the quality of education.

This would only bring to realization, the growing fear that self-determination would be lost. If the educational system becomes mired totally in the Federal bureaucracy, the foundation for democracy will be seriously erroded.

SUMMARY:

The concerns discussed can best be expressed in more positive ways:

1. How can administrators implement cost-effective programs to better prepare students for the world of work?
2. How can the educational system creatively involve industry and the family to effectively comply with PL 94-142 and Section 504?
3. How can educational systems retain local control and regain community financial support?

In support of these concerns, the rehabilitation and industrial community have over the past six years successfully operated a program, PROJECTS WITH INDUSTRY, which has reduced by 50% the cost of rehabilitation programs, increased job placement of the handicapped by 30% over the conventional methods and provided direct cost savings to industry.

In the greater Cleveland Ohio area alone, the PWI concept placed over 736 handicapped persons in competitive employment over the same time period at an average wage of \$2.96 per hour. Assuming only one half of these people worked for one year, they would have paid over \$200,000 in new taxes and placed over \$2 million in new earnings into the economy.

It is easy to identify concerns, fix blame and seek means of avoidance. Society as a whole understands the complexity of the problems it faces and perceives its educators as valuable assets in the resolutions of these problems.

Elaborated Images, Realistic Aspirations, High Expectations

William J. Kritek

UWM

A well-known distinction has been made by Pettigrew (1971) between "desegregation" and "integration." While the word "desegregation" refers to the mixing of people of different racial backgrounds, the term "integration" is typically reserved to describe a situation in which members of a minority group have achieved opportunities and status equal to that of majority group members. The distinction is crucial: unless desegregated schools can be truly integrated there is little reason to expect the benefits that have been promised. The contradictory and confusing findings of studies done on the desegregation/integration question may, in fact, be a reflection of the quality of integration within the schools or classrooms studied.

Because of the connotations of race associated with the words "desegregation" and "integration" it is probably inappropriate to use them in the domain of exceptional (special) education. But the terms point to an important consideration as schools and school districts work to satisfy the conditions and requirements of P.L. 94-142 and comparable state statutes. For example, children with exceptional education needs can be mainstreamed--and they can be "really mainstreamed." An important first step is analogous to desegregation: making sure that children are placed in the least restrictive environment conducive to quality education. Beyond that, however, there is real integration, i.e., providing for a quality experience for all children who are in the "mainstreamed" classroom.

The issue can also be looked at from another perspective. The enthusiastic rhetoric of educational change agents in the late 1960's produced a hope that schooling was about to turn the corner--that many of education's persistent

problems were about to be solved. The evidence of the 1970's, however, tells a different story. For example, a multi-year study of almost 300 local innovations supported by federal funds concluded that program implementation (as distinct from adoption) was a "difficult and highly uncertain process." (Berman and McLaughlin, 1977, p.4). It is clear that many programs fail to deliver on promises of increased student achievement or improved student self-concept because the programs are never adequately implemented. It is likely that the problems and pitfalls endangering these implementation efforts will also plague the mainstreaming effort (and the integration process, for that matter.) Promised benefits do not happen automatically. Achievement gains, attitude changes or even equality of opportunity are dependent on characteristics of the setting in which teachers and students interact.

That sets the stage; the rest of this paper will focus on the principal attempting to implement quality mainstreaming in his/her school. More specifically, the focus will be on the nature of in-service education appropriate to helping principals carry out this task. In general, I agree with the assumption that the principal is the key to successful mainstreaming (Gage, 1979)—just as the principal may be a key to the successful implementation of other school programs (Kritek, 1976). (Of course, there is considerable debate about whether the principal is key to anything, but I am persuaded by the accumulating evidence pointing to a positive answer. See Myers (1975) for the negative position and Wellisch, MacQueen, Carriere and Duck (1978) for a piece of the evidence supporting the other side.) Being the key, however, is not sufficient; it must be used correctly in the appropriate lock before any doors can be opened. The task, therefore, is to help principals become competent at the job of designing organizations that maximize the intended outcomes of mainstreaming (Hedberg, Nystrom and Starbuck, 1976).

How a principal responds to any demand on the school organization is

determined (at least in part) by his/her personal model of the organization. In the familiar two-fold schema of McGregor (1960) for example, the manager who believes that the typical employee lacks ambition and dislikes responsibility relies on one leadership style, while the manager who holds opposite beliefs adopts a radically different style. The complicating factor, however, is that the appropriateness of the style is determined by the adequacy of the model. Or, to put it another way, matching beliefs to reality is not a luxury that can be conveniently shrugged off. There are some indications that our basic images (metaphors) of the organization as inculcated by conventional preparation programs are less than adequate as a basis for leadership. (Cohen and March, 1974; Weick, 1974). One purpose of inservice programs, therefore, is to assist principals in developing adequate images of the organization and the manner in which it operates.

But there is little reason to expect that inservice education for school administrators will suddenly provide a new set of glasses through which to view the organization and its processes. Changes are needed further up the line. One such change (but by no means the only one) is an emphasis in educational research on generating theory that "fits" the situation and that "works" when put to use (Glaser and Strauss, 1967). In order to "work", such grounded theory must first of all be understandable. Glaser and Strauss claim that an understanding of the theory "tends to engender a readiness to use it, for it sharpens (the users') sensitivity to the problems that they face and gives them an image of how they can potentially make matters better...." (p. 240). In addition, grounded theory that works must identify variables that a user has access to and that he/she can manipulate in order to gain some control over organizational processes.

Anthropological research methods (or ethnography or participant observation) seem particularly well suited for the generation of grounded theory. Such

methodologies provide for "thick description" (Geertz, 1973) and capture rich contextual detail through the use of "high variety language" (Daft and Wiginton, 1979) that reflects the extraordinary complexity of organizational processes. These methodologies also seem to spawn concepts that sensitize observers to relationships and processes that may have been taken for granted. "Adequate description should show practitioners how their organizations may be more sensible and adaptive than they suspect" (Weick, 1976, p. 17).

What I am suggesting is that a small band of researchers camp out in schools and classrooms that are attempting to mainstream children with exceptional education needs. These researchers, I am sure, will come up with the contextual detail and the sensitizing concepts that can inform a principal's efforts to achieve the promise implicit in P.L. 94-142. Of particular importance would be a focus on, and a search for, the meaning of events in the minds of participants (Magoon, 1977; Mehan, 1978). "Meanings" derived from perceptions of (and interpretations of) reality, especially through interaction with others, govern a person's actions (Blumer, 1969). In the area of desegregation/integration St. John (1975) has called for a moratorium on large-scale statistical studies and advocated the type of research suggested here.

Far more illuminating would be small-scale studies involving anthropological observations of the process of interracial schooling, across settings diverse in black/white ratios and in middle-class/lower-class ratios, and also diverse in their educational philosophies and techniques. We need to learn more about the ways teachers think and do and how these affect the classroom climate (pp. 122-123).

A couple of examples will help to illuminate the idea of sensitizing concepts. In a study of a professional development program for urban school administrators, Kritek and Colton (1978) noted that early experiences had a determinative effect on the subsequent direction of the program. Important norms and sentiments that lasted throughout the year were largely determined

by events of the first week of the program. We gave this phenomenon the shorthand label of "inertia" and believe the concept has serious implications for program developers and managers. A study of teachers in a newly desegregated elementary school (Kritek, 1979) detected a strong belief in "the right way" to do things and a basic "make them adapt" strategy for coping with minority children. While this has potentially positive as well as negative consequences, one side-effect seemed particularly problematic—and is relevant in the context of mainstreaming. When a student couldn't or wouldn't adapt, the impulse was to separate him/her from class. Several forms of separation were used including referrals to the exceptional education diagnostic team for possible placement in a special class. As the school year progressed, the diagnostic team increasingly returned a judgment of no exceptional education need. But the sheer number of referrals overloaded diagnostic capabilities and contributed to friction between teachers and exceptional education staff. Mainstreaming, of course, goes directly against the grain of the "adapt or get out" approach to children.

While I believe that the above findings have relevance for the principal charged with implementing mainstreaming, they are presented here primarily as examples of what to shoot for in explicit studies to be done in settings where mainstreaming is taking place. Similar ethnographic studies by Rist (1977) in the area of desegregation/integration and by Glaser and Strauss (1965) in the area of care for the dying, are additional examples of grounded theory that seem to have powerful implications for practitioners. The strength of these studies may lie in the fact that the participants in settings similar to those being described recognize the validity of the account and the analysis—at the same time that their attention is directed to elements that were unseen earlier (Magoon, 1977, p. 669). The "story" quality and/or the use of common-sense everyday language contribute to the power of these contextual studies.

Before progressing further, two observations are in order. First, we are discussing moving beyond the bare fact of mainstreaming to establishing school processes that support quality mainstreaming programs. Second, what I am advocating as a start is developing elaborated images of the reality that is spoken of as a mainstreamed classroom or a school beginning to mainstream children with exceptional needs. There is a paradox inherent in this second point: while recommending great detail and great depth to studies, I make a simultaneous plea for simplicity, for use of understandable language, for the use of provocative metaphors. The studies should be aimed at practice and at helping concerned principals create the conditions necessary for quality mainstreaming.

At one level, then, the "results" or "findings" of studies can become the content of inservice workshops for principals. Descriptions of settings where the mainstreaming is of high quality are necessary. Of equal importance are descriptions of the context and grounded theory of how the quality mainstreaming was achieved. Ultimately, however, there should be another payoff from an increased emphasis on contextual studies. Principals can be brought to think of their own settings as sharing some characteristics with other schools but it is also important they view their schools as unique in a range of other characteristics. While drawing on the insights gained from other efforts, eventually each principal will have to come to the position of making adaptations to fit the particular characteristics of his/her organization (McLaughlin, 1976). Inservice education should provide fewer answers, but it should provide more helps to analyze one's own setting and to prepare plans for capitalizing on possibilities that present themselves. A belief system that recognizes that one approach will not work everywhere, that is more tolerant of ambiguity and that is more process oriented is the desired outcome.

If they accomplish nothing else, the descriptions of complex settings

should convince principals of the difficulty of quickly changing entrenched processes or well established norms and sentiments. Quality mainstreaming will not be implemented over night. Along with elaborated images of the organization, therefore, should come a scaled down sense of easily being able to impose one's vision of what ought to be. Thorough description, elaborated images and grounded theory should result in realistic aspirations.

The major efforts at inservice education for principals must be built around a reverence for complexity and an appreciation of the intractability of most organizations. This is not to suggest defeatism. In my opinion, the most appropriate form of inservice education (over the long haul) would involve teams of principals commissioned to come together at regular meetings (maybe bi-weekly) to compare notes on their efforts to implement quality mainstreaming within their schools. The sharing of plans of action, promising practices, problems, frustrations and successes would be the content of these meetings. It may be desirable to have a "facilitator" or "consultant" or "catalyst" involved in these sessions. And, if there developed a need for some additional expertise, the principals should be able to request it and get it. Help must be provided to administrators as they begin to experience problems with implementing new programs. Assistance is needed before resistance solidifies and before frustration sets in. Implied here, of course, is my vision of appropriate inservice education at the school level. Teachers would be the group members rather than principals, but the processes would remain the same. Inservice for administrators should model the type of inservice they should provide for their staffs.

How are all these efforts to be evaluated? The answer is probably anticipated: through some type of "naturalistic" evaluation (House, 1977). The distinction usually drawn between a program and its evaluation may be inappropriate in the situations we are considering. As contextual studies begin to be used to

inform inservice sessions for principals, and as a process-oriented strategy begins to take hold during program implementation, it seems likely that ethnographers or participant observers in the schools and classrooms will begin to notice the pay-offs. Rather than making final, summative-type pronouncements, however, the evaluators would cycle their findings back to the actors. In the long run, such a "self-designing organization" (Hedberg, Nystrom and Starbuck, 1976) could be expected to fulfill the promise of P.L. 94-142.

REFERENCES

- Paul Serman, Milbrey W. McLaughlin, et.al. Federal Programs Supporting Educational Change, Volume VII: Factors Affecting Implementation and Continuation. Santa Monica, CA: Rand Corp., 1977.
- Herbert Blumer. Symbolic Interactionism: Perspective and Method. Englewood Cliffs, N.J.: Prentice-Hall, 1969.
- Michael D. Cohen and James G. March. Leadership and Ambiguity. N.Y.: McGraw Hill, 1974.
- Richard L. Daft and John C. Wiginton. "Language and Organization." Academy of Management Review, 4,2 (1979) pp. 184-191.
- Kent H. Gage. "The Principal's Role in Implementing Mainstreaming." Educational Leadership, 36,8 (May, 1979) pp. 575-577.
- Clifford Geertz. The Interpretation of Cultures. N.Y.: Basic Books, 1973.
- Barney G. Glaser and Anselm L. Strauss. The Discovery of Grounded Theory. Chicago: Aldine Publishing Co., 1967.
- So L.T. Hedberg, Paul C. Nystrom, and William H. Starbuck. "Camping on Seesaws: Prescriptions for a Self-Designing Organization." Administrative Science Quarterly, 21,1 (March, 1976) pp. 41-65.
- Ernest R. House. The Logic of Evaluative Argument. CSE Monograph Series in Evaluation, No. 7. Los Angeles: Center for the Study of Evaluation, University of California, 1977.
- William J. Kritek. "Lessons from the Literature on Implementation." Educational Administration Quarterly, 12,3 (Fall, 1976) pp. 86-102.

William J. Kritek. "Teacher Concerns In Desegregated School" Integrated Education (Forthcoming, 1979).

William J. Kritek and David L. Colton. "Huddling Through as a Normative Decision Model." A paper presented at the annual meeting of the American Educational Research Association, Toronto, March 30, 1978.

Jon Hagoon. "Constructivist Approaches in Educational Research." Review of Educational Research, 47,4 (Fall, 1977) pp. 651-693.

Douglas McGregor. The Human Side of Enterprise. N.Y.: McGraw-Hill, 1960.

Hilbrey McLaughlin. "Implementation as Mutual Adaptation: Change in Classroom Organization." Teachers College Record, 1976.

Hugh Mehan. "Structuring Student Structure." Harvard Educational Review, 48,1 (Feb., 1978) pp. 32-65.

Donald A. Meyers. "The Chautaugua Papers: A Dissent," The National Elementary Principal, Sept./Oct., 1974. pp. 19-26.

Thomas F. Pettigrew. Racially Separate or Together? N.Y.: McGraw-Hill, 1971.

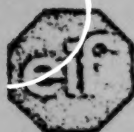
Gay C. Rist. The Invisible Children: School Integration in American Society. Cambridge, Mass.: Harvard University Press, 1978.

Francis St. John. School Desegregation Outcomes for Children. N.Y.: John Wiley, 1975.

Karl E. Weick. "Amendments to Organizational Theorizing." Academy of Management Journal, 17,3 (Sept. 1974) pp. 487-502.

Karl E. Weick. "Educational Organizations as Loosely Coupled Systems." Administrative Science Quarterly, 21,1 (March, 1976) 1-19.

Jean B. Wellisch, Anne H. MacQueen, Ronald A. Carriere and Gary A. Duck. "School Management and Organization in Successful Schools." Sociology of Education, 51 (July, 1978) pp. 211-226.



IN EDUCATION PEOPLE GET PRETTY MUCH WHAT THEY EXPECT

Victor C. Knorr
Industry Specialist
ELECTRONIC INDUSTRIES FOUNDATION
Washington, D.C.

INTRODUCTION

The Electronic Industries Foundation's Project With Industry has been operating for three years to place handicapped people in good jobs within industry. Our project operates nationally. We have offices staffed with job developers and placement people in Los Angeles, the San Francisco Bay Area, Minneapolis-St. Paul and Massachusetts. Our National office is in Washington, D. C.

The body of this paper is based on the experience of the author as the Industry Specialist for EIF's PWI and as the Executive Director of the Pennsylvania Association of Rehabilitation Facilities Inc., and having had eighteen years of experience in business and industry.

SAGE Working Papers
Conference
July 12-14, 1979

The difficulty of placing handicapped people in industry is best summed up in these words; "Very few handicapped people have marketable job skills"

Industry wants to hire the best people they can get for the money. If industry can get well trained, experienced applicants they will obviously hire the more highly trained, most experienced person they can find, handicapped or not.

Industry is willing to hire handicapped people,

Industry will make reasonable accomodation,

Industry will assure reasonable access,

For good people that will help their company be successful. Industry is hesitant to change their processes, procedures, hiring practices and policys for the sake of meeting the needs of poorly trained, inexperience people handicapped or not

It is obvious that education, public and private, together with the community human resource agencies must be able to provide the best education and training to enable their students and trainees to enter the world of work, skilled and trained.

Does education help handicapped students develop vocational interests?

Does education help handicapped students understand their apptitudes for various kinds of vocational opportunity? Does education in rural areas equate student vocational interests and apptitudes with the job market in their communities?

Does education follow through with courses of study and training designed to meet the needs of their handicapped students? And the big question, does education see itself as having any role at all in vocational assessment and training for educable and trainable handicapped people?

If the answer to any of these questions is no, why?

Handicapped people particularly mentally disabled people have historically not participated in educational and training opportunity beyond public school. The route most take is home and/or the sheltered workshop and there many stay for training and possible placement in entry level low paying jobs.

Personal observation by the author of a local school system's special education program point to some answers to the previous questions.

Teachers find mainstreaming to be beyond their abilities as instructors and disciplinarians. i.e. they may be inadequately trained.

Teachers feel some handicapped student are inappropriately placed in their classrooms. i.e. misunderstandings between teachers, administrators and special ed. people.

Teachers were told class size would be reduced as more handicapped students were placed in regular classes. This has not happened i.e. more misunderstanding with a dash of budget problems.

Virtually no handicapped students are taking vocational training e.g. woodshop, vo. ag., graphics, metal work and mechanical drawing.

The county vocational-technical high school has very few physically handicapped students and virtually no mentally disabled students.

The IEPs (Individual Education Plans) do not have in many cases any vocational goals or sub goals.

In interviewing teachers and special education teachers, it was apparent that vocational training was something somebody else did after graduation from public school at age twenty one (Pennsylvania).

It was very apparent that teachers and some administrators had little expectation that moderately and severely mentally disabled people could be successfully placed in the job market except as dishwashers and janitor's helpers.

PEOPLE IN EDUCATION GET PRETTY MUCH WHAT THEY EXPECT.

(Lest the reader get the impression this paper is a distribe against education, be assured that the situation in many community human service agencies is not much better.)

There are some bright lights shining as beacons of hope for severely handicapped people.

Training techniques such as Marc Gold's "try another way" have been demonstrated as a successful teaching method for severely retarded persons. In Washington, D.C., a twenty-two year old man with an IQ of 20 has been taught to assemble components into printed circuit boards at better than "normal" rates. This assembly consists of 22 parts, transistors, capacitors, resistors, many color-coded tiny parts. This young man earns four to six dollars an hour in a sheltered environment. Prior to this training he was

thought by many to be barely functional.

PEOPLE USUALLY GET PRETTY MUCH WHAT THEY EXPECT

Community training centers in Georgia, Kentucky, Boston, San Jose, and Los Angeles are providing good training programs for handicapped people leading to 80% to 100% placement in the competitive labor force.

A vocational-technical high school in Altoona, Pennsylvania, has an afternoon training program for special education students on a voluntary basis after regular school hours.

Industry "in house" training programs are opening their doors to handicapped people so that those industries may take advantage of willing, able, enthusiastic people looking for opportunity to receive training denied them in the past.

Isn't it about time education, human service agencies and industry come together with government to provide appropriate education and training for all handicapped people?

Isn't it about time all handicapped people be given their right to jobs, to live as independently as possible, to become economically responsible-not economically dependent?

handicapped people on the tax dole (estimated at \$15,000 per year).

Education, the public school systems in particular, needs to begin to meet the issues discussed in this paper head on. It's time to "fish or cut bait".

PEOPLE IN EDUCATION USUALLY GET PRETTY MUCH WHAT THEY EXPECT.

POLITICAL CONSIDERATIONS IN THE

MOVE FROM TOLERANCE TO ADVOCACY

William W. Malley, Milwaukee Public Schools

Identifying the attitudes of the general and special education service providers is essential before an exploration of the political considerations of the move from tolerance to advocacy may be initiated. A brief interpretation is presented here of the attitudes of individuals who currently operate service delivery systems for the handicapped.

For centuries the handicapped have been thwarted in their attempts to access the mainstream of society. In essence, handicapped individuals have frequently been and continue to be relegated to second class citizenship because of their disabilities.

Currently there prevails a mainstreaming movement which is impelling society to lift restrictions that ban the handicapped from first class citizenship. Unrelenting support for this movement has emanated from federal regulations, state mandates, school board policy, and litigation. Evidence of the force of this movement is reflected in public schools' emphasis upon implementing exceptional education programs within a least restrictive environment.

Propagators of this mainstreaming movement have mislabeled themselves as advocates of the handicapped. It is submitted in this paper that the contemporary usage of the term advocate is only a more liberalized version of the historical attitude of tolerance toward the handicapped, which views them as necessary evils. Present use of the advocacy label slightly modifies

the attitude of tolerance by offering limited participatory opportunities for those with handicaps, but they are still considered as expedient.

Understanding the current plight of the handicapped requires a brief but essential historical overview of the treatment of the handicapped. Wolfensberger (1975) indicates that the handicapped have been treated in the following manner:

1. Ancient times witnessed the annihilation of many individuals with handicaps.
2. Nineteenth and twentieth century treatment of the handicapped reflected segregation from society. This segregation was implemented in fortresses devoted to human degradation, suffering, and shame commonly referred to as institutions.
3. Since the mid-50's, efforts have been made to unhandicap the handicapped via vocational, educational, and treatment programs.
4. Programs for the handicapped have been initiated which advocate handicapping conditions by not attaching a negative value to them.

Obviously, attitudes toward the handicapped frequently formed the philosophical bedrock on which their educational, vocational, and treatment programs were constructed. For instance, the development of the segregation models of treatment was an outgrowth of the attitudes toward the handicapped which viewed them as sick, subhuman, or a menace to society. Emphasis upon integrating the handicapped into various educational and vocational programs has been spawned by tolerant attitudes. Finally, believing that the handicapped are capable of growth development and existence on their own terms is consistent with the attitude of advocacy.

The historical overview strongly suggests that contrary to popular belief most service providers for the handicapped still remain loyal to the philosophy of tolerance that undergirded their professional training programs.

In support of this supposition, the writer offers a description of the tolerant attitude that is subscribed to by most representatives of the service delivery system for the handicapped.

Daniels and Kitano (1970) suggest that we live in a two-category system which revolves around the "haves" and the "have nots." There is a strict boundary between both groups, and this boundary may only be permeated if one has the appropriate color, religion, socio-economic status, or socio-political contacts. This boundary is maintained by teachers, social workers, police, government employees, lawyers, etc. Professionals who provide services for the handicapped have the awesome responsibility of deciding who shall attain social acceptance and economic independency. The extent to which handicapped individuals may permeate the system is dependent upon the attitudes of the service providers. The writer maintains that most service providers display tolerant attitudes by validating handicapped individuals' existence via training and education programs but consistently refuse to recognize them as equals.

The tolerant attitude supports the establishment of vocational, educational, and treatment programs that are designed to keep the handicapped dependent. Actually, the programs for the handicapped that smack of the dependency model are often developed in the interest of self preservation. It must be noted that our society continually serves what Braginsky & Braginsky (1971) term as surplus people. Our society tends to bestow inferior status upon surplus people (handicapped, poor, and aged) so that a multi-million dollar industry could be designed to serve them. Job security is one of the primary barriers preventing the transition from tolerance to advocacy of the handicapped individual's right to first class citizenship.

Many handicapped individuals develop a paranoia toward staff in the service delivery system because of continual confrontations with tolerant attitudes. The development of this paranoia is wholesome for it is a self-protective device to combat "blaming the victim" process which is a function of tolerant attitudes. Frank Ryan in his book, Blaming the Victim, forcefully illustrates that most programs designed to aid the less fortunate provide aid to individuals in a post-victimized state. For example, we offer community health and vocational services to the mentally retarded, but often from a charitable rather than an inalienable right perspective. The blaming the victim process has also been a successful deterrent preventing more emphasis on advocacy.

One additional issue must be set forth regarding tolerance. Tolerance, from this paper's viewpoint, is synonymous with compliance. Compliance, as it relates to the handicapped, pertains to strict observance of regulations, mandates, and policies which govern the civil rights and educational programs of the handicapped. This legislation favoring the handicapped reflects the attitudes of tolerance of the writers, many of whom were special educators, because it emphasizes differences, thus reinforcing the need to blame the victim, and expands eligibility criteria which ultimately insures job security. Compliance simply reinforces the tolerant notion that the handicapped have been disenfranchised and must be given first class citizenship with restrictions. The following issues reflect some of the restrictions:

Only those individuals who are labeled may receive special services; only individuals whose handicaps are not distasteful to the public may receive the greatest opportunities for employment; only depressed neighborhoods should be selected as sites for group homes for the handicapped; only handicapped individuals should be provided with independent living experiences that negate social interaction with non-handicapped individuals; and only handicapped should be exposed to counselors who continue to steer them into stereotyped careers for the disabled.

The list of restrictions is quite lengthy, but the aforesaid examples vividly illustrate how the philosophy of tolerance is inextricably intertwined with compliance.

The movement toward advocating the unequivocal right of the handicapped to first class citizenship has been circumvented by a more liberal form of tolerating the existence of the handicapped. This tolerance has taken the form of compliance regulations pertaining to the civil rights of the handicapped but still contains the traditional impediments to advocacy such as job security of the service providers and continued reliance upon the process of blaming the victim.

The attitude of the service provider toward the handicapped has been the major factor in deterring exceptional education programs that support advocacy. Heretofore, a separate school system approach to managing exceptional education programs reigned supreme which supported tolerance and decried advocacy. This separate school system concept permitted impressive empire building. However, it prohibited a general and special education joint review of the political ramifications of certain programmatic decisions within an atmosphere of advocacy.

It is imperative that future examination of the political considerations in the move toward advocacy must be conducted within the context of a total school system approach to managing exceptional education programs. This management approach supports the type of general and special education collaborative program planning that promotes advocacy by dispelling myths which foster tolerant attitudes toward the handicapped.

Some of the program planning issues confronting school systems which require joint resolution by special and general education include desegregation, minimum competency standards, and vocational education. These issues are pervasive in scope, politically dynamic, and inhibit

advocacy when resolved through the ineffective separate school system management approach.

DESEGREGATION

Currently there are one hundred fifty non-southern school districts under desegregation orders imposed by HEW or the courts (U.S.. News & World Report, May 14, 1974). There still exist a fairly large number of special education administrators whose management approach is oblivious to the political implications of mandatory desegregation and exceptional education. In the interest of maintaining general program stability, desegregation policies view the handicapped as expedient and thus endorse the following practices: Utilization of exceptional education classes as weights in balancing desegregation scales, upholding desegregation mandates to the detriment of appropriate programming recommendations, and minimizing exceptional education program quality by requiring exceptional education staff to endure the major portion of staff desegregation. In addition, since white flight is considerably reduced when minority children are transported to predominantly white schools (Amour, 1978) these practices become more attractive. Continued resistance by special educators to the total school system management approach will permit certain politically motivated desegregation policies to hinder the move from tolerance to advocacy.

MINIMUM COMPETENCY STANDARDS

The creditability of public education is under suspicion due to the increasing numbers of functional illiterates earning diplomas. School systems are currently experimenting with minimum competency standards in an effort to restore faith in public education. These standards require periodic assessment of student achievement to determine the extent of progress.

According to a recent survey conducted by the National Association of State Directors of Special Education, thirty-six states have mandated some form of competency testing. Seven states have developed, or are developing, procedures for administering competency tests to handicapped children. Seventeen states have linked competency testing with high school graduation; and, of those, six states require that specific categories of handicapped children be administered the test.

Instituting minimum competency standards to bolster confidence in public education is a clever political maneuver that may have a pernicious effect upon the move toward advocacy. Imposing minimum competency standards insures that disadvantaged and handicapped youth are severely punished for not clustering around the grand American mean of achievement revered by the middle class. Special and General education administrators must jointly monitor this movement closely, otherwise students with disabilities may not receive diplomas as a chastisement for being handicapped.

VOCATIONAL EDUCATION

Most educators display a very tolerant attitude toward the employment potential of the handicapped. This fact is supported by the large number of handicapped youth who have been counseled and trained to secure and maintain entry level positions in the unskilled labor market. In addition, training programs encourage the handicapped to be eternally grateful for any opportunity to engage in the first available employment situation, irrespective of their vocational or professional interests.

Until recently, vocational education was viewed with disdain by academicians. In an effort to boost its image, vocational education in collusion with industry began instituting rigid certification requirements to perform semi and skilled labor tasks. Presently, industry and education

are so enamoured with what it takes to secure a position rather than what it takes to maintain a position that the handicapped suffer immensely. This certification game insures the survival of trade schools and colleges and validates certain aspects of unionism. Conversely, unjust certification requirements deleteriously affect the operation of the labor market within an aura of advocacy for the handicapped.

General and Special educators and industry must collectively strive to have the handicapped viewed on their individual merits as they compete in the job market.

The three briefly described issues and their concomitant political considerations exemplify the types of problems that need general and special education joint resolutions to insure advocacy of the rights of the handicapped.

REFERENCES

Armor, David J. White Flight, Demographic Transition, and the Future of School Desegregation. Report presented to the American Sociological Association meeting in San Francisco, September, 1978.

Braginsky, D. and Braginsky, B. Hansels and Gretels. New York: Holt, Rinehart, and Winston, Inc. 1971.

Daniels, R. and Kitano, H. American Racism: Exploration of the Nature of Prejudice. Englewood Cliffs, New Jersey: Prentice Hall, 1970.

"Report Card on School Desegregation" U. S. News & World Report, May 14, 1979, pp. 51-53.

Ryan, W. Blaming the Victim. New York: Vintage Books, 1972.

Wolfensberger, W. The Origin and Nature of Our Institutional Models. Syracuse, New York: Human Policy Press, 1975.

SOCIO-POLITICAL AND LEGAL ARENA IN THE IMPLEMENTATION

OF P.L. 94-142 IN A LARGE URBAN SCHOOL DISTRICT

Wylamerle Marshall, Dade County Schools

A parent of a learning disabled student attends an IEP meeting and makes the following requests:

- . Disregard-all test and evaluation data except that which was given by the diagnostic team members certified in learning disabilities.
- . Reschedule the 15 day work evaluation, find an evaluator trained in learning disabilities and vocational education.
- . Every regular teacher coming in contact with my child should be a certified LD teacher. This should include Music, Art, Home Economics and Shop.
- . Schedule an IEP conference every two weeks to evaluate my daughter's progress.
- . Teachers must be available on a daily basis for a conference.
- . Have a ramp available and ready in the event visual reception problems develop and my child might stumble.
- . Schedule a Homebound Counselor teacher trained in LD to live-in on a 24 hour basis.
- . Establish a vocational center in every elementary, junior and senior high school throughout the county. We are planning to move our residence and these programs need to be established now so that quality programs will be accessible.
- . Chart food intake on my child on a daily basis to determine sugar intake. Hyperactivity needs to be decreased.
- . Continue the use of a talking calculator for my daughter's visual discrimination problem — especially during math class.

- . Provide Physical and Occupational therapy five times per week. (If this service is available for one other child in this school district then it will be available for my daughter, too.)
- . Provide textbooks in all subject areas, specifically written for students with visual perceptual difficulties.
- . Provide me with a verbatim transcript of this meeting.

How to say NO, sweetly, warmly, affectionately; firmly, yet with a passionate and caring facial expression in two hours without an Office of Civil Rights investigation, that is the question. And yet, there are often times alternatives that parents may not be aware of resulting in one's ability to negotiate for relief. The opportunity to reaffirm the faith and trust of the general public in Public Education may be realized yet — may the positives of P.L. 94-142 implementation postures be used as a vehicle?

Whatever we may choose to call P.L. 94-142, it is indeed a monster. It has "claws" that reach out to every discipline in education, "grasping" the previously unavailable "goodies" in an attempt to give a more equal distribution of constitutional rights and privileges to all children. On occasion this monster invades the homes of the rich and the poor — the old power structures, individual and institutional crumble in its path — new structures arise with openings that read accessible. This monster has been known to frighten school administrators, legislators, teachers, and all in its path who dare to restrict, deny or change these seven civil rights guarantees:

- . Right to an Education
- . Right to a Free Education
- . Right to an Appropriate Education (the heart of the law is the

written individualized educational planned program provided for
 Exceptional Student Education is developing and implementing a plan for
 the education of ~~each handicapped child~~ students with a disability that constitutes a handicapping

condition and a need for special education. It is providing for a free and

appropriate education for all handicapped children and youth.

educational decisions regarding identification, evaluation, place-
 Exceptional Student Education is an integral part of the total educa-
 tional programming for their children, the right to participate in
 regular schools, special services, re-
 lated state and local agencies and resources must all be utilized.

or recommendations, and to challenge them through due process proce-
 Over the last several months it has become increasingly evident that a
 greater demand will be placed on school systems to provide special educa-

tion programs and related services through contracted services. It is

mistakenly felt that many students cannot be served in a public school

system. The monster is tall it is beginning to command respect. It is re-
 spected and admired by the Superintendent of Schools, the Assistant Super-

intendent by for community based programs, supported, at least in part, by

Associate Superintendent of Educational Programs, the Assistant Superin-

tendents of ancillary services, Employee Relations, Federal and State Re-

lations, Management and Budget and Public Information Services. Every-

one that can provide the necessary action in the delivery of services to

handicapped students. It is important that this respect be nurtured.

What is Exceptional Student Education? It is the successful redesign-

ing residential settings. The request is often without the involvement of

individuals of more than 25,000 children in the District who deviate sub-

stantially from any typical pattern. It is a program of special education

placement and services ranging from a short period of time to many years.

Exceptional Student Education is the most basic form, techniques, procedures,

and curriculum content of all basic education. This is the monster's cry.

Local private schools and community agencies are requesting that teachers be assigned to their facilities to teach the handicapped population as a local match for grants awarded.

Residential placement recommendations do not always reflect a diagnosis of both medical and educational professionals, agreeing to restrictive placement for individual education plan implementation.

The question was asked of some thirty-two (32) general education teachers — 21 elementary and 11 secondary:

Are you aware of P.L. 94-142? Answer: Yes 7 No 25.

"What is it?"

After explaining 94-142, comments on political and social implications were made as follows:

"More money for handicapped."

"Great! Those kids need programs."

"Who's going to help us?"

"Probably have more special education administrators now."

"Maybe they'll appoint a special education director for HEW."

"Probably they'll start considering hiring handicapped teachers and administrators."

"More public awareness — but what about the norms? Will they change criteria?"

"Maybe we'll be assessed on real property — 1 mill per \$1,000 for handicapped."

"Remember FDR? He was handicapped in more ways than one!"

The future may one day hold, this monster invading the general education territory, henceforth and forevermore, let there be an IEP for all. Every student will be special.

What are the major problems in large urban school districts/cities regarding the education of the handicapped?

- . Identification of a management system of organization specifically for the delivery of services to the handicapped. (M-Teams, psychologists)
- . Designing a redirection course for all available financial resources to provide for individualized education programs and services for individual students.
- . Providing for unusual transportation needs.
- . Facilitating cooperative ventures and/or inter-agency agreements for appropriate educational placements of handicapped students.
- . Designing a communication network to include parents, teachers, administrators, citizens, politicians in a tri-ethnic community.
- . Providing for citizen/parent involvement on all levels.
- . Communicating Due Process procedures for implementation.
- . Providing intensive staff development training programs for general and special educators.
- . Coping with issues related to communicating with students and parents in the primary language, and according to cultural and intra cultural understandings and expectancy levels.

What are the Parallels between integration (racial) and issues related to the education of the handicapped?

- . Parents of handicapped students are becoming more aggressive and sometimes more militant and demanding of their rights.
- . Parents of the handicapped have begun to challenge the discriminatory attitude of administrators and teachers.
- . Segregation in "special education" classes continues — students with problematic behavior are largely minority students.

- . Exclusion of handicapped students from meaningful extracurricular activities, awards for accomplishments.
- . Special education is said to legalize "tracking" of minority pupils.
- . Parents of non-handicapped pupils feel that their children are being "short changed" educationally when handicapped students are mainstreamed.
- . Accountability. Those who tend to profit most or show progress are those that get the best services.
- . Segregation of special education classrooms in a well-integrated school.
- . Placement of minority students in EMR programs while classes for the learning disabled were identifiably white middle class.

Other Related Problems:

- . Revision and designing procedural forms.
- . Printing of 84 different forms at an annual cost of approximately \$64,000.
- . Bargaining at the table with regards to costs relating to all pupils and those of special pupils.
- . Staff development for all employees regarding rights of the handicapped.
- . Becoming the center or mecca for all surveys of researcher doctoral students, college and university internships.
- . Confusion regarding child count — duplicated vs. non-duplicated...
February or October —
- . Administrators changing a pupil's placement for scheduling convenience.
- . Program accountability.
- . Meeting with numerous community agencies, parent advocacy groups.
- . Coordinating shared time or dual enrollments.

- . Monitoring pupil progression and special graduation requirements with notifications.
- . Complying with state auditing procedures.
- . Due Process: What are the issues? Training staff/parents how to behave or conduct themselves in a hearing.

The political arena for a Director of Exceptional Student Education in a large urban school district at times could be paralleled to the highly skilled sport of fencing. The "attack" or "thrust" of P.L. 94-142 Funds by agencies, prejudicing, at times, the minds of parents and their attorneys by suggesting that public education will cause their child to become merely a number and lose all the individual care and attention that their agency has provided thus far in the child's educational career. Or the aggressiveness of residential schools and hospitals requesting the services that their specialized establishment could provide to exceptional students if only P.L. 94-142 Funds were used in the format they outline.

At times the director definitely determines it is more important to defend or "parry" such attacks, but the return action or "riposte" often met by yet another attack within the school system....the administrators of general education! Some of these administrators become suspicious of the rapid growth and importance of Exceptional Student Education. The change in focus from Student Services to Exceptional Student Education and the working of the latter by school personnel. Or the "agility" and "balance" the director must possess in dealing with school board members and other elected officials who apply pressure in the direction that will gain them plurality favor for an upcoming election.

The "en garde" and the "lunge", the director of a large urban school system must employ toward the forces looking at the prize....P.L. 94-142 Funds.... must be continually analyzed concerning what is best for the population to be served. The "score" could be provided if the defense of the Director is not vigilant. Such forces include:

- . The many Special Interest Groups that must be confronted.
- . The growing pressure for school systems to place teachers in community agencies.
- . The stance to not supplant in a crisis of short dollars.
- . The cutting back of personnel and programs and the uproar that accompanies this action.
- . Parent groups representing different exceptionalities within Exceptional Student Education in conflict with each other.
- . Dealing with teacher unions and their position on P.L. 94-142.
- . The crumbling power structure of Health and Rehabilitative Services as a state power structure.
- . The transfer of educational components under the structure of agencies to the Local Educational Agencies.
- . The demands from all community agencies, parent groups and general education for the Director of Exceptional Student Education to be present at all types of meetings, forums, seminars, birthday parties, speaking engagements, etc.

Noting the words of David Truman as they appear in The Governmental Process, "The public official is not a blank sheet of paper on which the organization can write what it wills. As a human being he comes to his position with group affiliations and preferences, and he forms additional ones during his tenure." In the past years as Executive Director of

Exceptional Student Education in the fifth largest school district in the United States, there have been many inspiring interest groups. The majority of these organizations have had these same basic positive society objectives, but became diffused by internal feuding.

Some questions still needing to be answered include:

- . Who controls cooperative agreements between community or school?
Is it "He who pays the piper or the piper who writes the tune?"
- . What is the ultimate goal in a law that promotes appropriate education to all children but yet makes Individualized Educational Plans the nucleus.
- . How do we implement quality education quickly?
- . Is it the ultimate goal to use the educational programming for the handicapped as a model for the education of all children in the future?

Definitely these environmental forces within this political arena develops within the Director of Exceptional Student Education's suppleness, strength, coordination and mental alacrity in a society where the exceptional student is our major concern!

It should be noted that historically handicapped children (exceptional students) were excluded from school. The legal basis for these past practices has been the state compulsory attendance laws. These laws provided for the exclusion of "children with bodily or mental conditions rendering attendance inadvisable". The legality of denying a public education to handicapped children by exclusion, postponement, or any other means has been challenged. The basis for this challenge comes from the equal protection clause of the Fourteenth Amendment to the United States Constitution

which guarantees to all the people equal protection of the laws. A state may not set up separate systems and procedures for dealing with different groups of people unless a compelling cause for such differential treatment can be demonstrated. During the 1950s and the early 1960s the use of the equal protection concept by the Warren Court as a rationale for achieving social justice resulted in the Fourteenth Amendment being ingrained into the basic fabric of American justice.

Litigative activities over recent years revealed concern over the manner in which decisions were made to exclude handicapped children from education. Weintraub (1974) states that such decisions were often made on the basis of hearsay information compiled casually, often without school officials overseeing the child. The courts responded by establishing the right of all children to the protection of procedural due process (in accordance with the Fifth and Fourteenth Amendments), whenever changes in their educational status was proposed. In Mills v. Board of Education, the opinion concerning procedural due process of law required a hearing prior to exclusion, termination or classification into a special program (Kirp & Udof, 1974).

In addition, judicial decrees and new legislation calling for the provision of appropriate education in the least restrictive alternative educational placement as determined through due process, has served to impact schools and the educational system in America. The financial impact of screening, identification, and appropriate education requiring individual program planning for each child, by necessity, must be determined for sound fiscal planning and management.

Program cost studies have indicated that exceptional student education

often vary in cost from one and one-half to four times the cost of the programs. The cost of the program is determined by the exceptional student program itself, the severity of the impairment, and the necessary resources involved (Rossmiller, Hale, & Frohreich, 1970; Bentley, 1970; Rossmiller & Moran, 1973b, 1973c; McLure, 1973). It has been determined that known cost variation among programs has aided state educational planners and legislators in developing appropriate funding formulae to insure adequate funds for various categories in exceptional student education programs (Cambron, 1976). Research studies have provided the cost data and costing procedures which have aided in linking costs to the different exceptional student programs, however, these studies have not attempted to determine the financial impact of statutory and judiciary requirements on the identification and placement of pupils assigned to exceptional student education programs.

Whatever we may choose to call P.L. 94-142, we must ask ourselves these questions: Are handicapped children in this country to be denied equality of educational opportunity? Should those who oppose the remedies for constitutional violation be allowed to subvert their implementation?

The Supreme Court answered these questions in 1955 in Brown vs Board of Education (Brown II), "the vitality of constitutional principles cannot be allowed to yield simply because of disagreement with them". P.L. 94-142 has sparked much disagreement with governments from the states, the individual school districts, the legislators, administrators and professional groups around the country.

This widely discussed law is the result of a quiet revolution over the last seven or eight years around the country. The strong arm and ammunition for the movement has been the court system.

Cases like Mills and Colorado led to an investigation of the processes by which certain children were excluded from public school placement, and generated the concept of least restrictive environment. This concept, now mandated by court action (P.L. 93-380) requires that all placements of handicapped children be based on the underlying assumption that the most appropriate placement for each child is one as near the mainstream as is possible for that child.

Due process and periodic review laws related to special placement have been designed to ensure the parents and students are kept informed.

Court cases from Pennsylvania to Washington, D. C., to California, Colorado to Louisiana are said to represent impacting litigation on P.L. 94-142.

Since the rulings from court cases in one state are not binding on all, the need for clear legislation is evident. Further, lawyers of the state may not chase accident victims — handicapped pupils may represent a lucrative business, as noted:

Colorado Association for Retarded Children vs Colorado strongly proclaimed, "The mere enactment of legislation without actual implementation does not render substantial legal question moot."

Task Analysis and Restructuring
A Positive Approach to Employment of the Handicapped

Robert S. Menchel
National Technical Institute for the Deaf

Introduction

It was expected that with the passage of Section 503 of the Civil Rights Act that all problems related to employment of the handicapped would vanish over night. As with any other law, Section 503 is not and never will be everything to all people. It is also realized that the mere presence of these laws does not guarantee that the employers will hire a handicapped applicant just because the law is there. In many cases the effect is opposite to what is expected. There is resistance on the part of the employer in being regulated in their hiring practice. There is also resistance on the part of the handicapped employee to being hired based not on qualification alone, but as someone used to meet an employees quota.

It is more realistic and more profitable to all parties to approach placement of the handicapped by using techniques which take into consideration the requirements of the job. One of the most useful tools that has been used to define task requirement is known as Task-Analysis or Job-Analysis. This working paper will describe the following aspects of Task-Analyses; why NCED/NTID is using Task Analysis, a description of the Task Analysis Model, what Task Analysis is and is not and how this method is used to provide employers, employees and educators a broader picture of the opportunities open to the handicapped.

Outline of Working Paper

A. Background of employment of the handicapped

- I. Unemployed - Based on population the ratio of unemployed handicapped has always been higher than the non-handicapped. There as been more difficulty in obtaining employment and keeping the job.
- II. Underemployed - Thehandicapped have technically been employed in positions which are much lower in economic terms, and not comparable to their level of education.
- III. Lower social-economic positions - The handicapped have also been employed in sheltered workshops, blue collar positions, and low economic job tracks. Many traditional employment positions are being phased out due to changing technology yet there has been no change in the guidance information in regard to these opportunities.
- IV. Lack of upward mobility - Even with placement in a good occupation, the possibility of upward movement toward management positions has been restricted, and horizontal movement has also been limited by stereotyping.

To meet these barriers it was decided that the principles underlying Task-Analysis could be utilized, to put into perspective the actual job requirements of employment opportunity for the deaf, and remove barriers to employment advancement.

B. Task-Analysis Defined

- I. Task-Analysis does not evaluate the person performing the job. Task-Analysis is a scientific approach to defining the tasks performed by a worker and is an evaluation of the job alone.

II. Task-Analysis is not a new approach - This method has been used by DOT for many years and was developed by Dr. Sidney Fine for the Department of Labor.

III. There are fixed standards used in this procedure which clearly define the requirements of any job.

These standards are what we call Work Functions (WF) based on three things that people work with - Data, People and Things. There are twenty-four (24) work functions with increasing levels of difficulty and complex functions. There is also a scale of General Educational Development Scales (GED) based on Reasoning, Math and Language (RML). With a working understanding of how to use this system all can define the task and recommend modifications if necessary.

Using Task-Analysis we are able to more realistically understand how a job is performed and what are the physical and mental requirements of the task. We are able through this analysis to offer recommendation for modification which will be profitable to the employer. Finally we are also able to observe and analyze some occupations which would not offer a successful career for a handicapped person.

C. Procedure of Task Analysis

I. Procedure used in Task-Analysis - Job development is the first step leading to Task-Analysis. This is an opening step which orientates the employer to the handicapped. An overview of operations of a specific nature are the follow-up which then leads to an in-depth analysis on request of the employer.

II. Fear of Job-Analysis by non-handicapped - In the first step above, the employer much be made aware of the aims and purposes of Task-Analysis. It is not an evaluation of workers' performance.

III. Preparing of overview report - A summary report is prepared and delivered to the employee with recommendation. The report is written in a manner which will leave the final decision to the employee but allow them to see new possibilities for placement of the handicapped.

IV. Determine general accessibility

V. Determine specific accessibility

VI. Determine modification for general and special accessibility

VII. Implementation

VIII. Evaluation

IX. Dissemination information

X. Feedback - The report is also used by those involved in the training of the handicapped to provide them with up-to-date information on job requirements and new opportunities. This helps to upgrade the training to meet the employer's requirements.

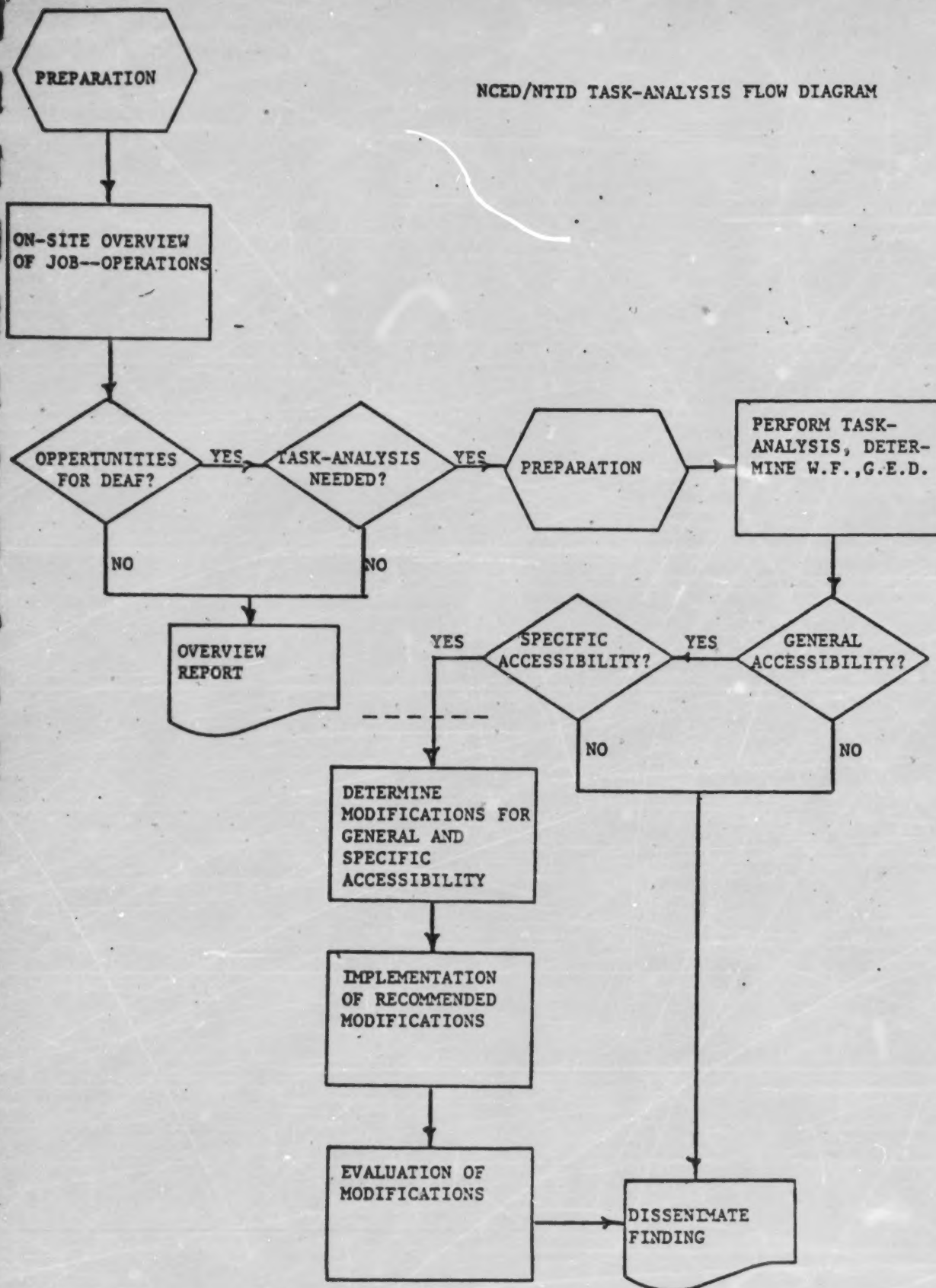
D. Summary

The all over aim of Task-Analysis as used in this manner is to work with the employer. Keeping in mind that a business is in business to make a profit. By approaching employers with a system they can use and yet using our own knowledge of the handicap, we can offer new opportunities to the handicapped and establish a good working relationship with the employer.

E. Additional information

During these working sessions a clear explanation of how Task-Analysis has been used will be given. Forms and other information will be provided and a discussion of methods that may be related to this system will be undertaken.

NCED/NTID TASK-ANALYSIS FLOW DIAGRAM



Science Education for the Handicapped
by
Robert S. Menchel
Employment Opportunities Analyst
National Center on Employment of the Deaf
National Technical Institute for the Deaf
Rochester, NY 14623

Introduction

Science and technology are the backbones of our society. The opportunities in these areas are almost unlimited. Society, however, has denied these opportunities to the handicapped. The reason for this is stereotyped attitudes and misinformation. These attitudes were formed in the past and unfortunately are still having an influence on the education of the handicapped. This influence furthermore is a direct result of attitudes formed by educators of the handicapped.

In spite of these barriers many handicapped people have entered and made a career in science or technology. Therefore, the solution lies with re-education of the public, educators, counselors and others involved directly or indirectly with the handicapped.

This working paper will discuss the problems of past stereotyping, the author's observations of programs during 1977-78 Role Model activities, examples of successful programs and successful handicapped scientists, and a discussion of solutions needed in the educational system.

Outline

- A. Past Sterotyping
 - a) Vocational education
 - b) Narrow spectrum of low social economic employment

c) Attitudes of public, counselors, educators and the handicapped themselves.

1. Science is difficult enough for non-handicapped, why expose handicapped to this subject.
2. Handicapped people do not make a career of science.
3. Special education does not prepare teachers to teach science and math.
4. Lack of role model and positive attitude about self.
Poor self image.

B. 1977-1978 AAAS Role Model Activities

- a) Purpose of program need for role model.
- b) Visits to 90 schools in United States plus Great Britain.
- c) Observations of programs - lack of science curriculum in handicapped programs.
- d) Lack of role model for parents, educators, children and counselors.
- e) Summarization of program.

C. Successful programs and handicapped Scientist

- a) What programs are successful and underlying factors.
 1. Type of material used
 2. Attitude of educator
 3. Attitude of administration
 4. Parental support
- b) Underlying factors leading to success in area of science and technology for handicapped.

1. Direct influence

- a) parent
- b) teacher
- c) friend

2. Indirect influence

- a) role model
- b) self determination

D. Discussion of problem and solutions.

1. Sterotyped attitudes
2. Education of the educators and administration
3. Career education for handicapped child at early age.
4. Education of general public and employers.

8544/Menchel
6/27/79:df

PAYOFFS, TRADEOFFS, AND EQUITY

IN ASSESSMENT AND EVALUATION

William Millsap, Southwest Texas State University

Anthropologists are usually concerned with only the social sector when we are called upon to do program and policy studies. Few of us have sufficiently recognized the way in which our sector must mesh with the defined responsibilities of other professionals. Indeed, we are frequently ill-prepared to interrelate our findings with findings of others in terms of national and/or regional and even local priorities. More often than not, social scientists are "fuzzy" when it comes to designing programs and policies for the operationalization of various kinds of social goals.

This paper shall discuss some aspects of how goals might be established with respect to payoffs and the way in which tradeoffs are made in the decision-making process. The fundamental concern for equity is also begged in the examination of these two concepts by considering various techniques whereby some degree of equity might be built into the assessment process of any program, policy and/or project. It will be argued that several types of quantitative procedures as well as qualitative ones should be adopted by professionals as they seek the means for determining the concessions or tradeoffs that are necessary for initiating and making decisions in order to insure equity for every concerned public.

Thinking Out Loud

During the last decade, we have all been witness to a considerable shift in the American Dream. As Americans, we have been forced to realize

that the frontier is no longer with us and the availability of resources appears to be limited.¹ Unchecked growth may have to be curbed or at the very least, weighed against the other demands within the socio-cultural system. In this age of Proposition Thirteen, all of us are becoming aware of the fiscal constraints that are being placed upon the desires of the public. The old arguments are no longer adequate, especially when it comes to education. It is patently silly to argue for educational programs as if they are inherently holy and unassailable. We are now in a period, as some writers have indicated,² of where we must muddle through or as Walt Rostow has suggested, "get from here to there,"--wherever "there" is.³ We are going to have to learn to live with diminishing expectations and do more with less. In short, this is a period of reassessment in which there is a need for realistic appraisals of where we are and where we are going in every arena of life particularly education.

While I shall address my remarks to the educational sector, my examples are derived from other areas of endeavor that I've been working in such as community development, social impact assessment, and evaluation research. It could be argued that these concerns have no relevance to the educational process. However, whether we like it or not, education is beginning to receive the same scrutiny and evaluational inquiry that is currently being addressed to other areas.

Education is more than an ideology, it is a process and increasingly, given the constraints of available funds to accomplish certain goals, education must be viewed in terms of productivity and cost-effectiveness of the many and varied programs and policies that are now in operation. There is a genuine and timely need to anticipate which programs and policies can

accomplish the most with respect to resource utilization. Whether we like it or not, educators are confronting a novel social climate in which new permutations must be developed so that education can be adaptive to the demands being placed upon it. It goes without saying that education at all levels may suffer given the current attitude of many legislatures.

Let's reflect on what has happened in higher education in the last few years. Some 129 small Liberal Arts colleges have gone bust--they were no longer able to maintain their programs in the light of fiscal urgencies.⁴ In the larger state universities, many have experienced budget cuts. Even a wealthy institution like the University of Texas, the most endowed university in the United States, just recently had its budget cut some five million dollars and of all things the L.B.J. School. We have to recognize that the population of the U.S. is getting older with a larger proportion being over 65. This recent demographic phenomenon means that social spending will have to shift from child health and education programs to welfare programs for the elderly.⁵ An attendant fact is that a smaller working population will have to bear these larger social costs--making them more skeptical about many types of social spending. Are we observing heresy or hard times?

Part of the problem seems to exist because we view education more as a value and a right rather than a privilege that must be earned and paid for. Accordingly, some questions need to be asked concerning the quality of programs, what they accomplish, who should participate in them, and finally, what kind of quality-product is being produced in terms of the monies spent.

When push comes to shove in the next few years, how will education fare? To be sure, education has a tremendous lobby and has been quite

successful in getting legislation passed at all levels, particularly at the federal level. But the upshot is that at the local level where constituencies have had to feel a growing tax burden, they are with alarming frequency turning down bond issues that seek to enlarge the tax bite. This comes as no surprise. Local and vocal community groups are no longer accepting requests to support education without questioning the viability of local programs and many have placed strict constraints on their own educational system. We have all come to recognize that resources are limited and distinct choices have to be made in terms of what education needs as opposed to what it wants. It is also true that too much is being expected of our educational system given current resource availability.

Philosophical Considerations

The willingness to change or not change in any group is based on certain ideological assumptions that are held by the group and this is just as true for educators.⁶ Generally speaking, most educators operate with a consensual model that assumes the public behaves in accordance with values and attitudes and the extent to which they fail to agree can be accounted for by speaking of dissonance in the system. Many social scientists still speak of the "collective consciousness" of society which permits us to behave as a mass society--we could just as well speak of the "collective unconsciousness" for all the concreteness that the consensual model displays. Everything that we do becomes a value; education is a value in and of itself and since we all agree that this is a good thing, we should naturally have more of it since this means more good. Educators frequently fail to recognize that the world can be viewed by different assumptions.

...two other models are utilized in arriving at courses of action. Both of these rely more on the use of facts rather than values. Those who are charged with making our laws (as well as devising many of the constraints that operate in the educational arena) utilize the adversary model for arriving at decisions. This is a give and take process of logical presentation and proof in the legal environment. The results or outcomes are based upon which adversary can most adequately argue a position for what should or should not be done given the availability of facts. Any course of action opted for invariably results from the interpretation of what due process is, the idea of equity or justice, and which side presents the best argument for a particular position often arrived at by negotiation. The point is that, unlike the consensus model employed in education, there is no attempt to satisfy all sides; it is assumed that the parties or claimants are in opposition. Legal cases are rendered or laws are made as demonstrated by which side or constituency presents the best factual and logical arguments for proceeding in a given direction. If our society operated only by the consensual model, there might be little or no change within the society.⁷

In addition to the adversary model, the most common model for making decisions within the public sector is the economic model. Generally speaking, within our capitalistic society, decisions are made favorably for those things which can generate a profit as opposed to those actions which lose money. People usually want to know what they are paying for, if they are receiving a quality-product, and how cost-effective is the means for producing a given product. Whether we like it or not, the public is quite serious in asking if they are getting their money's worth from their educational and legal institutions.

Education has essentially come under fire because there seems to be an unwillingness to question the quality of the product that is being produced. Many critics have claimed that educational quality is going down--ranging from the decline of SAT scores to the need for competency tests to eliminate social passing. This "back to basics" movement by the public, represents a desire for accountability. The public is now addressing questions to educators that are grounded in the economic model whereas they had been content to rely on a consensual mode of explanation. No surprise, education is the country's biggest business. The need exists in education to adopt other decision-making models.

The adversary model should be embraced more willingly to determine and select goals along with the economic model that administrators have been forced to contend with in their efforts to implement a wide variety of programs. During the last four decades, the consensus model has worked fairly well in education because resources were generally available to satisfy more constituencies. The legal-adversarial process for the most part was avoided by educators since it placed them in the precarious position of defending their programs. This has changed, especially in the last ten to fifteen years, as minority and special-interest groups have sought to restructure the overall shape of education through the courts (e.g. from integration to busing to bilingual programs to the recent passage of PL 94-142 dealing with the handicapped). Moreover, the economic model was not relied upon to make policy decisions in education because it was usually assumed that the monies that educators desired would be made available by pliable and supportive publics. This is not to say that economics was never a factor but rarely a primary consideration. Educational policy was essentially determined by consensus, legal considerations, and the operational costs of programs.

This has now flip-flopped (see Table 1). Economics are now very important, with legal mandates more frequently prescribing required courses of action for educators, while consensus is playing a much less important role within the educational arena. Perhaps, it is now proper to consider some other concepts that can be applied to the evaluation of educational programs that incorporates our previously mentioned conceptual models but addresses the contemporary reality. All future programs will have to answer questions about what is wanted, what may have to be negotiated and to what extent are all the players satisfied? Here we are speaking of what may be called, the payoff, the tradeoff and equity. Each can be defined as follows:

1. Payoff--the anticipated or actual outcome of a particular course of action stated in quantitative terms. In effect, the concept of payoff is related to the economic model.
2. Tradeoff--what kind of outcomes can be negotiated by participating publics as they consider alternative courses of action for various and respective desired outcomes. The tradeoff is analogous to the adversary process.
3. Equity--Equity can generally be described as fairness and justice to all. Legally, it implies impartial justice between two persons whose rights or claims are in conflict. In its broader sense, it represents the consensual model by making decisions.

The advantage of using terms like this rather than other labels like consensus, adversary, or economics, is that we may discard old biases and use payoff, tradeoff and equity for discussing the evaluation process. More importantly, evaluation should not be considered simply a formative or summative process whereby ongoing programs or their results are assessed, but rather evaluation should be considered as an "anticipatory-planning process" which seeks to assess the impact of a proposed program or policy before implementation. We need to consider the cost-effectiveness of a

Table 1

INVERSING THE CONCEPTUAL MODES

Conceptual Philosophy	Traditional-- Key word flow in Education	Conceptual Inversion for Program/Policy Assessment
CONSENSUS--proceeds from common opinions and beliefs --primarily valuational in orientation--seeks to arrive at a collective decision. "Relativistic" outcome given valuational setting at point in time.	MASS--popular appeal	Payoff
ADVERSARY--adopts a point of view that is argued from a given body of factual information--outcome determined by most persuasive argument or position. "Absolute" outcome at point in time.	Legal Requirements	Tradeoff
ECONOMIC--presumes a course of action is proper if it makes a profit as opposed to a loss in market setting. "Optimal" outcome given market conditions.	Operational Costs	Equity

given program, the kinds of accountability that will be built into a program. More importantly, the people affected by any proposed public action should be able to participate in the planning and design decisions. At the very least, these publics deserve to be informed about the decisions that will be made and the decisions that have to be made. Let's consider the way in which anticipatory-evaluation might be applied to PL 94-142.

Anticipating and Assessing Outcomes

Anticipatory planning is in effect social impact assessment (SIA) which can be described as "applied futuristics." Basically, this is a scientific attempt to anticipate, measure, and project the consequences of a wide variety of sociocultural change programs that are concerned with change. The aim of social impact assessment is

. . . to predict and evaluate the social effects of a policy, program, or project while still in the planning stage before the effects have occurred. It involves the use of social forecasts to place the expectation and attainment of desired outcomes of legislative enactments and planning, on a rational and reliable basis. (Wolf 77:18)

This perspective is interdisciplinary and applied in its orientation. As a research tradition, SIA was thrust upon the scene with the passage of the National Environmental Policy Act (NEPA) of 1969. This act (PL 91-190) was passed as response to a growing public awareness that many federal projects do not sufficiently protect the national environment or involve the publics who were to be affected by proposed projects by federal agencies. This act acknowledged the need to anticipate the impacts of projects, policies, and programs on both the natural and social environment. It is ironic that most recent Federal legislation has required the generation of impact statements yet in the case of PL 94-142, there is no requirement

for assessing the impact of this program on local school districts, the state or even the national level. PL 94-142 could be significantly improved if the law included a provision necessitating a social impact statement.⁸

SIA researchers are concerned with three domains as outlined under NEPA; profile of the social setting; the likely impact of a proposed project; the assessment/evaluation of various alternatives available to administrators. The ultimate aim is to generate "go" or "no-go" comprehensive statements regarding a project given various scenarios; that is, profiles of a social setting "with" or "without" a project displaying anticipated impacts and the necessary tradeoffs that might have to be made for the implementation of a proposed project (see Figures 1 and 2). SIA statements seek to fulfill the legal requirements of NEPA by providing: (1) an early identification of environmental consequences of any federally funded program; (2) written documentation which can be reviewed by various experts; and (3) information that must be made available to all interested publics.

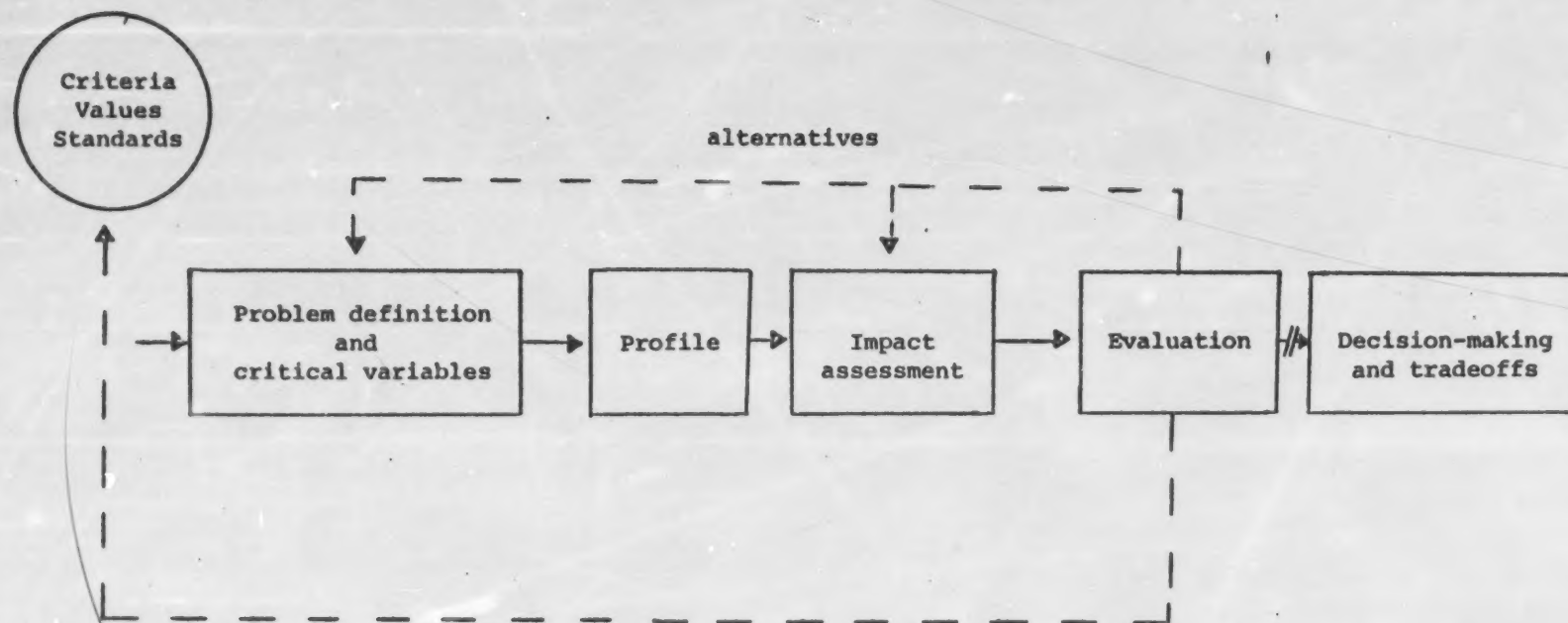
Social impact assessments involve five distinct but interrelated analytical steps. They are as follows (Millsap 1979:9):

1. Profile the ambient condition of the community or setting through the collection of baseline data.
2. Project the likely outcomes with or without a given project, program, or policy.
3. Assess the probable outcome of alternative solutions to problems.
4. Evaluate the pros and cons of these alternative schemes of action as an eventual goal is sought.
5. Mitigate the disruptive effects that a chosen course of action will have upon a community group or neighborhood once a go/no-go decision is adopted.

The effect of NEPA has been a systemic interaction of economic, ecological, and social factors for planning most public projects today. This kind of

Figure 1

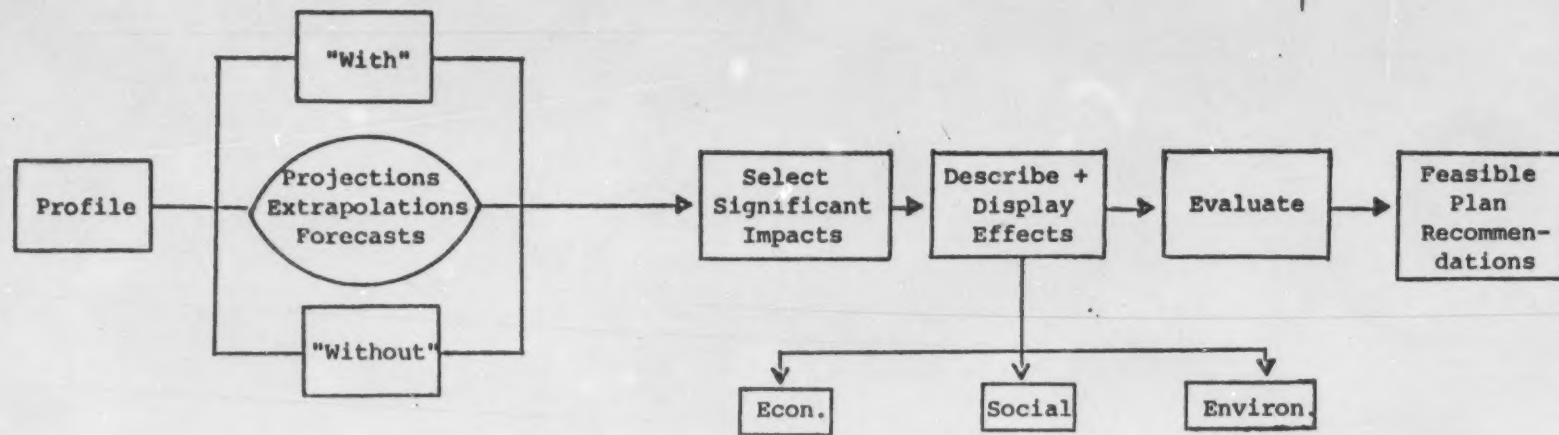
BACKGROUND OF SOCIAL IMPACT ASSESSMENT



(After Vlachos et. al. 1975:22)

Figure 2

SOCIAL IMPACT ASSESSMENT AND THE CONTEXT OF ENVIRONMENTAL ANALYSIS



planning takes for granted that a given payoff will be weighed against the kind of tradeoff necessary for the implementation of a given project. Moreover, the overall equitability of a given project or program as it impacts a particular setting whether natural or social is also considered in the planning process.

Many recent legislative enactments have followed NEPA in providing for local community input to the planning process. For example, the Rivers and Harbor and Flood Control Act of 1970 (PL 91-611), and recently the Community Development Act of 1974 (PL 93-383). The fact that community concerns and needs are called for illustrates what has been called "bottom-up" planning as opposed to "top down" planning (Jacobs 1978).⁹

The Handicapped Children Act of 1975 is an example of this type of planning. There is no attempt in this act to involve the local community. There is no place for the local educational agency to express how the requirements of the act will impact local educational concerns and resources. While it is commendable that "appropriate education" be extended to the handicapped, we should be careful that in the process of mainstreaming that the needs of the non-handicapped go unnoticed. This is not to say that any administrator or teacher would intentionally do this; the problem arises when districts are faced with limited resources to accomplish rigid goals. The law now mandates that special kinds of programs be developed (IEPs) for the handicapped, place the handicapped in the least restrictive environment (LRE), and extend as much appropriate education as is feasible. Well and good, but assuming that resources are limited, what happens to other individuals and programs in a community's schools?

The evaluation process places the burden of proof only upon ascertaining whether handicapped individuals are receiving appropriate education and

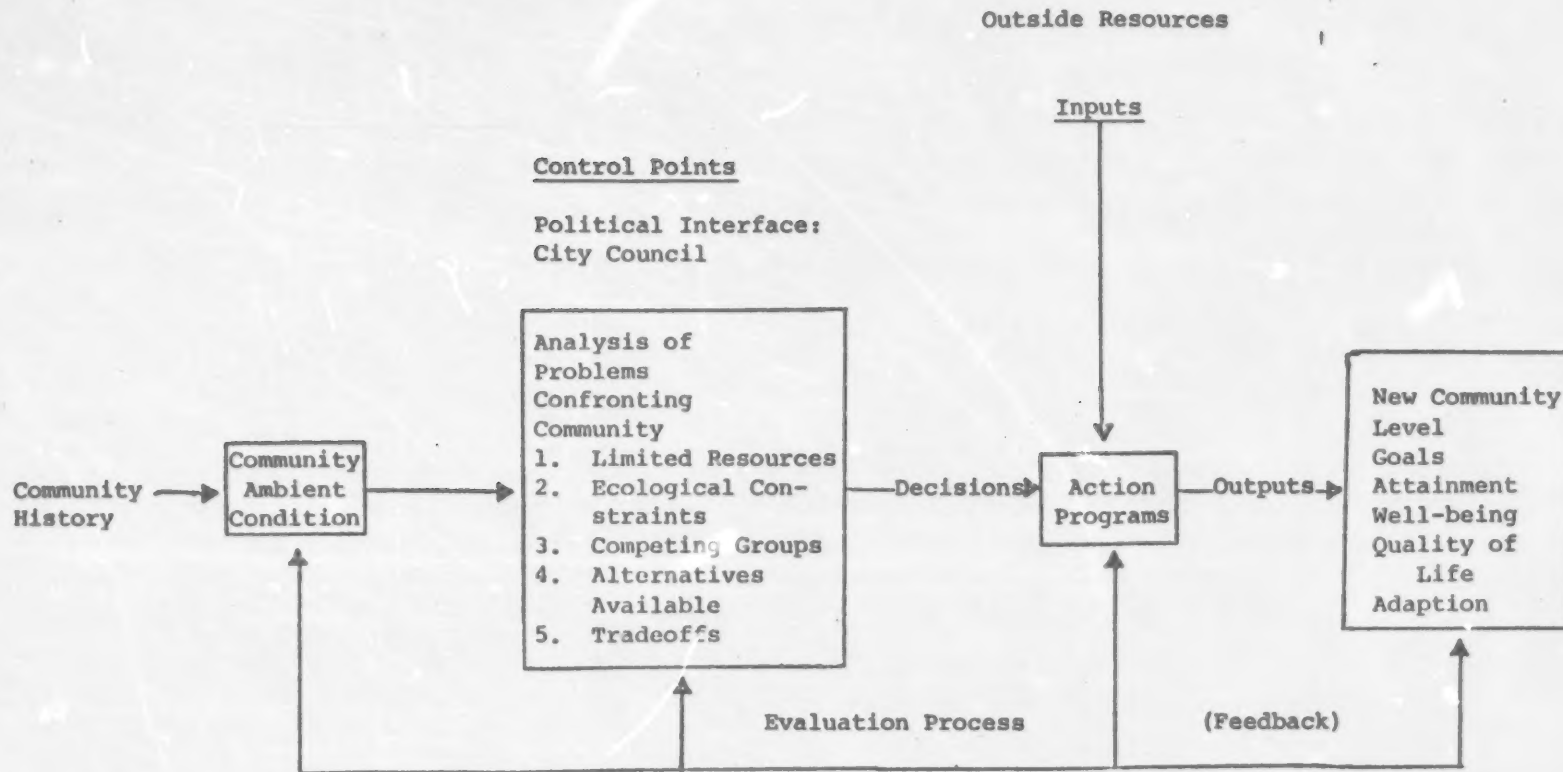
to the extent that their IEP fulfills the needs of a particular individual. The non-handicapped received no such evaluation, receive no such special training, and it may be questioned whether they will be short-changed. Most importantly, the community itself is not involved in this planning process, only the educators who are faced with having to meet the requirements of PL 94-142.

By way of contrast, the Community Development Act of 1974 (PL 93-383) required that there be special community meetings whereby the needs of the poor, as well as other members of the community, could be expressed for stating the needs of the community. In other words, these publics have input to the allocation of funds that are provided by the federal government for community development. This process is depicted in Figure 3.

Since administrators must implement the provisions of PL 94-142, they are confronted with maintaining their current programs, finding resources for exceptional children, and deciding how to juggle their dimes and nickles. It is unfortunate that more planning is not called for as LEAs seek to serve the genuine needs of the handicapped as well as the non-handicapped. This planning process should be oriented to multiobjective needs of each particular school district, not judged by distant bureaucratic criteria. These needs should be determined locally within the community and by local educators. The goal of providing for the handicapped should be weighted or scaled consistent with other pressing needs of the district but with all due sensitivity given to the special needs of the handicapped. For any given program, a Cost-Benefit and a Needs-Assessment study should be done in order to know exactly the needs of a given district bearing in mind the local payoff for any given district, the tradeoffs that are available to administrators, and the degree of equity achieved to each teacher and student

Figure 3

PROCEDURAL STEPS FOR ASSESSING COMMUNITY DEVELOPMENT



(Millsap 1978:70)

as quality education and appropriate education are sought within the LEA. The multiobjective approach as it could apply to PL 94-142 is displayed in Figure 4. Of course, this does not presume to cover every factor that may need to be considered, but it is an attempt to show the way in which an impact assessment model might be applied to a local school system displaying the system constraints and the anticipated needs to be addressed by the planning process.

It is also important to examine what alternative plans can be considered for any course of action that is taken at the local level. Figure 4 shows how to profile and project anticipated outcomes and alternative plans available for making decisions in a local setting. A typical multi-objective tradeoff procedure is shown in Figure 5. Having collected the necessary information, we can consider various courses of action. This is an evaluative procedure and depends upon the judgement of several respective publics; certainly teachers, administrators, community members and, of course, the requirements that are mandated by law. A given is meeting the requirements of the law, the cost-effectiveness of the programs to be chosen (remember Congress sets the appropriation level), the need for quality-productivity expected from students which might involve competency testing, and the need for increased staff accountability.

Perhaps a comment is in order here. As resources decline, there are the inevitable increased demands placed upon staff for productivity and quality. However, it is also true that a common rationale for why we fail falls back on the pat phrase, "we don't have enough!" Enough of what?--resources to be sure but this includes not only materials and money but also ingenuity, motivation, concern and guts. We can probably all do a lot more with less, which applies equally to teachers, administrators, and

Figure 4

IMPACT ASSESSMENT MODEL APPLIED TO LOCAL SCHOOL SYSTEM

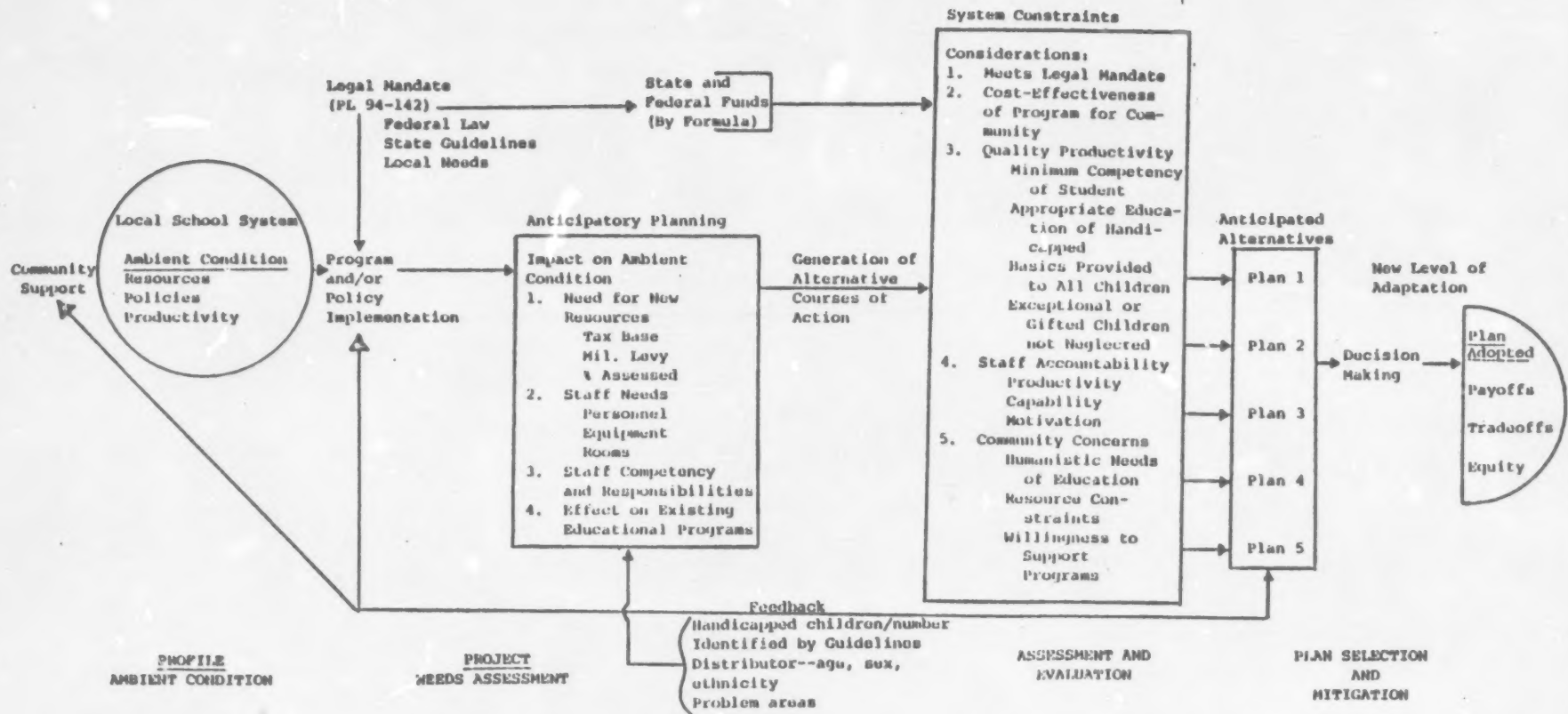


Figure 5

TYPICAL MULTIOBJECTIVE/TRADEOFF
PLANNING AND ASSESSMENT

		No Plan	Utopian	Non-Hand	Handicapped	Recc. Plan
Projected Well-Being of LEA Account ¹	1. Meets Legal Mandate 2. Cost-Effectiveness 3. Student Quality Productivity 4. Staff Accountability 5. Community Concerns					
Tradeoffs ² of Accounts ²	Direct and Indirect Impacts					
	Short Term vs. Long Term Effects					
	Geographic Distribution					
	Special Groups Affected					

¹Weight values usually assigned which can be measured either numerically or non-numerically (e.g. 1 thru 5, AA thru BB, or ++ thru --).

²Written statements are normally required for each category of planning.

(After Fitzsimmons 1975)

parents. We all have an individual responsibility to make the most of our given skills from a professional and private point of view.

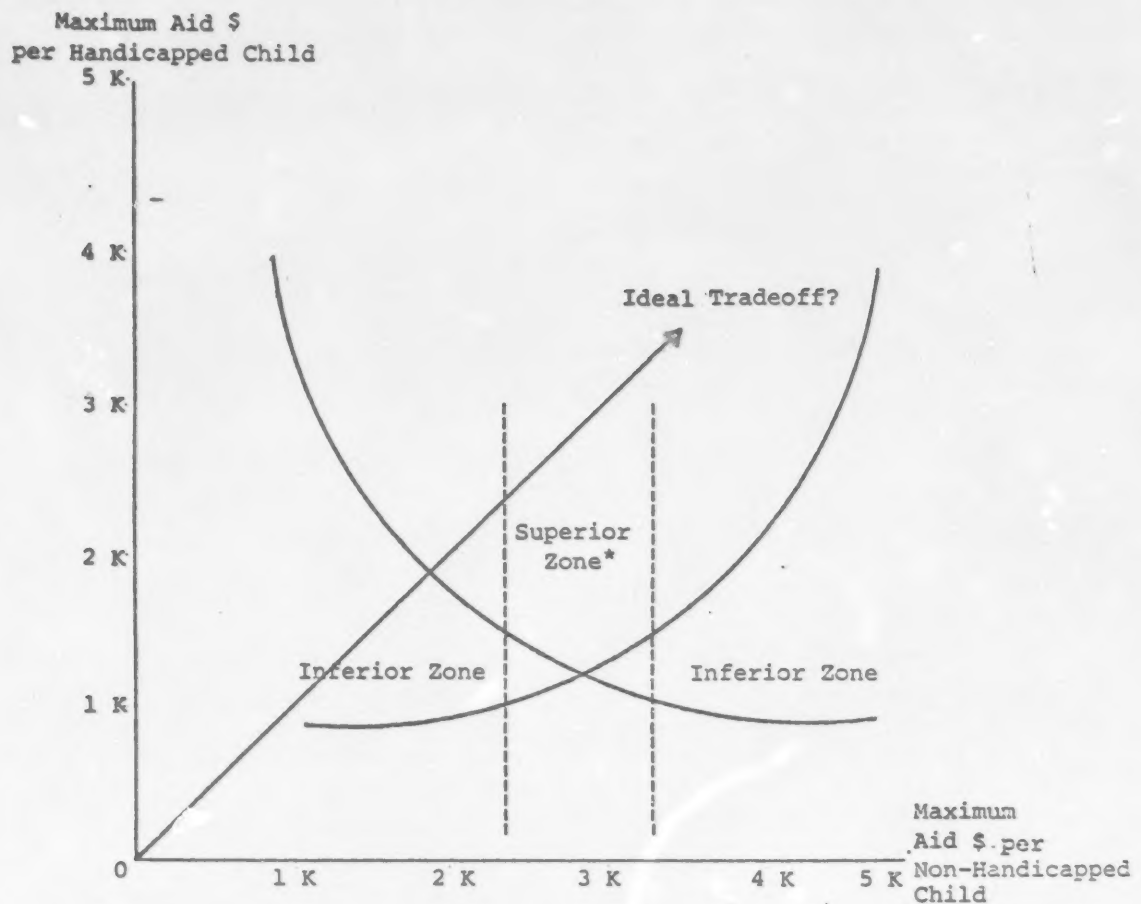
As educators we must be sensitive to the needs of everyone in the community including minorities, the handicapped, and even the non-handicapped. We are going to have to learn how to make tradeoffs given resource limitations; how to weigh direct versus indirect impacts, short-term versus long-term effects, etc. There are no easy answers to these types of questions since every group believes its plight is primary. Every course of action involves several considerations, we can at best seek to optimize for the most effective and just outcome--possible the so-called pareto-optimal (i.e. the greatest good for greatest number). However, we all recognize that civil rights legislation and now PL 94-142 were passed because some groups were overlooked. As stated earlier, we need to weigh goals against values and seek to negotiate tradeoff optimality.

The ability to tradeoff is a willingness to understand another person's or group's outlook. A graphic display of this concept is portrayed in Figure 6, albeit crudely. Can we really accomplish maximum aid to the handicapped without some loss being experienced by others who need resources? The converse is also true. Certainly, this is not an attempt to maintain what was; rather, to present some ideas on how to achieve a middle ground without the pendulum swinging too far in anybody's direction.

Closing Thoughts

Overly simplistic, grandiose, and hastily applied solutions to social problems usually generate more discord than they do receptive and positive responses. PL 94-142 holds great promise but its potential and actual

Figure 6
Tradeoff Optimality



Assumption 1: Resources are limited, pareto-optimal seeks greatest good for greatest number

Assumption 2: One solution cannot be opted for without degrading another

Utopia View: Maximum possible aid to all children

*Hypothetical zone where groups are willing to tradeoff their respective positions given an examination of realistic constraints that exist in any system. This is known as the Surrogate Worth Tradeoff (SWT) Procedure (the Haimes and Hall 1974).

impact should be assessed in the local context of the community and educational setting its implementation will impact. This legislation will indeed test the accountability of all professionals and non-professional alike as they interact in the educational arena. But just "passing a law" will not guarantee results. It is more likely that any so-called results shall be dependent upon an equitable balance between community participation, humanistic concerns, and the professional capabilities of educators.

Notes

1. This startling conclusion was first presented in a terse little book entitled The Limits to Growth published in 1972 by Dennis Meadows et. al. It was an outgrowth of a study prepared for a concerned study group--known as the Club of Rome. In short, it was concluded that economic limitations will soon impact negatively (by 2000 A.D.) the quality of life in industrial societies. Barry Commoner has argued in his Poverty of Power (1976) that America's energy resources will be depleted by the end of this century. Fred Hirsch (1976) has argued that energy and environmental constraints will surely result in the distinctive social limitations and capabilities.
2. Observers like Schumacher (1973), Heilbroner (1976), Perelman (1976), and Jungk (1977) all argue that there is a need to scale down technology, create new values and promote more participatory democracy. All of these writers take the position that people know what is good for them whereas the corporate-bureaucratic society can no longer effectively do the job in an era of no-growth.
3. Rostow (1978) describes himself as a "cautious optimist" but he basically believes that America can deal with a future that will be typified by less growth. He further notes that growth can clearly be differentiated regionally within the U.S. stressing that any response to planning for the future must entail multiple objectives that relate to a given region's needs. Nevertheless, he like Miles (1976) believes that we need to "awaken from the American Dream" where the sky was the limit. Basically, we must plan for the future while not precipitously discounting our past.
4. See Time Magazine (1-15-79) "Private Colleges Cry 'Help'." This same article quotes a Carnegie Commission study that predicts another 300 institutions of higher learning will be closed due to financial strains in the 1980s.
5. This assertion is drawn as an observation from several sources that discuss the current demographic trends in the U.S. and some aspects of demands on the Social Security system. See, for instance, Social Indicators 1976, U.S. Department of Commerce. This report clearly projects an aging population for our country while the demands for welfare will be on the upswing. At present, there are three workers for each recipient in the social security program; by 2000 A.D. this will drop to two workers for each recipient--with the over 65 age group rising from the current 11 percent to 16 percent based on present demographic trends.
6. Exemplary of this point is the popular work by Charles Reich, The Greening of America (1970) who believes a new consciousness will emerge in our country in the decades to come. In the same genre, Jean-Francois Revel (1971) sees ideological changes taking place in American life without Mark or Jesus that may well redistribute power away from monolithic centers.

7. There is no need to belabor the many theories of social change that exist. It is given that environmental and behavioralist theories of social change stress conflict and/or diversity in accounting for cultural dynamics while consensus theories stress continuity and harmonious/integrative patterns of society that resist change.
8. It is remarkable that Pl 94-142 states almost in its opening line that eight million handicapped children are in the U.S. (i.e. 1975) with one million not receiving education yet considering the scope and depth of the legislation, no question is posed regarding the impact of its implementation which must have been in some minds since formula funding for conducting special education programs was dealt with at length.
9. This is not really a new issue. In economic development there has been a continuing argument whether development proceeds in underdeveloped nations by a "trickle-down" process or whether programs should "bubble-up" from the villate, etc. At present, the UNESCO and the World Bank have concluded that local programs accomplish more as well as are more cost-effective.

Literature Cited

Fitzsimmons, S. J. et. al.

- 1978 Social Assessment Manual: A Guide to the Preparation of the Social Well-Being Account. Cambridge, Massachusetts: Apt. Associates, Inc.

Haines, Y. Y., and W. A. Hall

- 1974 "Multiobjective Analysis in Water Resource Systems Analysis: The Surrogate Worth Tradeoff Method." Water Resources Research, Vol. 10, No. 4, pps. 615-624.

Heilbroner, Robert L.

- 1974 An Inquiry into the Human Prospect. New York: W. W. Norton.

Hirsch, Fred

- 1976 Social Limits of Growth. Cambridge, Massachusetts: Harvard University Press.

Jacobs, Sue Ellen

- 1978 "Top-Down Planning": Analysis of Obstacles to Community Development in an Economically Poor Region of the Southwestern United States. Human Organization: 37:246-256.

Jungk, Robert

- 1977 The Everyman Project: Resources for a Human Future. New York: Liveright.

Miles, Rufus E.

- 1976 Awakening from the American Dream: The Social and Political Limits to Growth. New York: Universe Press.

Millsap, William

- 1978 "New Tools for an Old Trade: Social Impact Assessment in Community and Regional Development" in Social Science Education for Regional Development. (William Vickers and G. Howze, eds.) Tuskegee Institute, Alabama: Center for Rural Development.
- 1979 "Payoffs and Tradeoffs: Some Thoughts on Decision-Making in Environmental Planning." Paper presented at the annual meeting of the Society for Applied Anthropology. Philadelphia, PA (March).

Perelman, Lewis J.

- 1976 The Global Mind: Beyond the Limits to Growth. New York: Mason-Charter Press.

Revel, Jean-Francois

- 1971 Without Mark or Jesus: The New American Revolution Has Begun. New York: Doubleday and Co.

Rostow, W. W.

1978 Getting from Here to There. New York: McGraw-Hill.

Schumacher, E. F.

1973 Small is Beautiful: Economic as if People Mattered. New York: Harper and Row.

Vlachos, Evan et. al.

1975 Social Impact Assessment: An Overview. Ft. Belvoir, VA: U.S. Army Institute for Water Resources. IWR Paper 75-P7.

Wolf, C. P.

1977 "Social Impact Assessment: The State of the Art Updated." SIA Newsletter 20:3-23.

The Influences of School Structure on Interventions for
Improving Services to
Special Education Students

Cecil Miskel
University of Kansas
June, 1979

The dominant school form in the United States is large scale units, organized as buréaucracies and managed by political systems (Meyer and Rowan, 1978). The change from small rural to larger consolidated schools is not surprising because it has paralleled the growth and control of many other social institutions. A common assumption is that, as the scale of a school expands, higher levels of coordination and integration are required. Bureau-cratic controls then emerge to structure the activities efficiently. This traditional theoretical explanation of organizational control has been assumed to hold for school systems. Its basic premise is that a need exists for a multitiered organization to communicate accurately the school system's objectives from top to bottom, to monitor actions and outcomes, and, if necessary, to order corrective actions (Ouchi, 1978).

Using this accepted conceptualization, Dornbusch and Scott (1975) were surprised to discover no evidence of effective evaluation or control in school systems. Support is mounting for the proposition that schools lack close internal coordination, especially for the content and methods of what is presumably their main activity -- instruction. Meyer and Rowan (1978) concluded that instruction tends to be removed from the control of the organizational structure, in both its bureaucratic and collegial aspects. These findings and observations have led to a variety of speculations, including those of March and Olsen (1976) and Weick (1976), concerning schools as being loosely coupled.

Loose Coupling

Loose coupling means that the parts, units, or subsystems are relatively

disconnected and lack interdependencies. Weick (1976) described the concept with the image that while the parts of a school are responsive to each other, each preserves its own identity and physical or logical separateness. A result is that the activities of one part have less impact on other units than had been assumed. The change in perspective suggests that some school functions are less interdependent than would be predicted by traditional bureaucratic theory. Bidwell (1965) proposed this change when he observed that schools are characterized by structural looseness for instructionally related activities such as curriculum and technology, evaluation, and direct authority over instruction. The classic illustration is that teachers close the doors and conduct their classes idiosyncratically and are not dependent on others. Except in special circumstances, no colleagues or administrators observe the instructional processes of an individual teacher. Educational administrators and colleagues, therefore, have limited direct influence on what teachers do in their classrooms. Using Weick's view, teachers personally can be slightly to highly responsive to ideas from others, but each maintains an identity and a physical or logical domain. If a school is loosely coupled, a teacher can, to a great degree, be idiosyncratically accepting of any methodology that special education consultants, supervisors, or professors propose. Moreover, school administrators will lack the formal authority to moderate this condition.

This conclusion is supported by the findings of Meyer, Scott, Cole and Intili (1978). They investigated the level of consensus among teachers, principals and superintendents for instructional policies and practices. In essence, little agreement was found. Even within a given school, teachers exhibited little agreement when describing school and classroom practices. Greater dissensus was found between hierarchical levels: teachers-principals, teachers-superintendent, and principals-superintendent. The exceptions were

situations in which teachers were interdependent through team or group activities such as the writing and evaluating of IEPs. The researchers concluded that schools and districts are institutionalized organizations and are loosely coupled so far as technical educational work is concerned. Instruction tends to occur beyond the purview of the formal organizational structure of the school and district. Policies exist at one level without implementation at other levels.

Team or group activities represent exceptions to loose coupling of a school's technical core and suggest important areas of study for special education leaders. Some organizational configurations and group practices do promote collegial coupling. For example, teachers and other personnel within and across subject areas and special services may formally or informally assume the shared responsibility for accomplishing a set of educational objectives. They collaborate, that is interact, to plan an interdependent sequence of classroom or other activities. The teachers then become responsive to each other and if one changes the content or process an impact is made on others. To avoid dysfunctional actions, the teachers learn to communicate and interact cooperatively. An implication for the intervention by special education personnel is that such areas of stronger coupling constitute pressure points for directly affecting the instructional processes in more than one classroom.

Tight Coupling

All of the activities in schools cannot be characterized as loosely connected, however. Direct control or tight coupling exists in credentialing and hiring teachers, assigning students and teachers to classes, and scheduling. In contrast to classroom activities, centralized and enforced agreements seem to exist about exactly what teachers, students, and topics constitute a particular school. Also, in the allocation of space, funds, and materials, the

structure of the school itself exercises considerable control.

In general, the formal structure of the system is tightly coupled (Meyer and others, 1978). Students and teachers (and the credentials of each), principals, buildings, and funds are in accounting systems. Schools derive their legitimacy (accreditation) from these structural elements that define a school as valid. But the instructional policies and procedures are organizationally peripheral.

Summary. The emergence of the concept of loose coupling and the questioning of the traditional assumption about universal bureaucratic control provide an opportunity for synthesis and knowledge expansion. The conclusion to be drawn is that combining the traditional view for some processes (teacher, student, school classifications, credentialing, scheduling, and space) and the structural looseness for others (curriculum and instruction, evaluation, administrative authority, and discipline), will enhance our understanding of the realities of schools and how they can be changed.

Intervention, Coupling and Change

Meyer and Rowan (1978) noted that a peculiar contradiction exists in the literature that makes a fundamental difference in designing interventions. On one hand, writers such as Holt and Kozol in their books, How Children Fail and Death at an Early Age, depict educational systems so highly coordinated and controlled that local innovation is restricted. On the other hand, sociologists such as Lortie (1975), Weick (1976), and Deal, Meyer and Scott (1975) hold that actual educational work, that is instruction, occurs in the isolation of the self-contained classroom removed from organizational coordination and control. From this perspective, innovations fail not because the system is rigid but because the system lacks internal linkages. Based on previous discussions, both of these views contain some elements of truth and have essential

implications for the interventions proposed by special education leaders. For example, cooperative planning for new instructional strategies will be more difficult in loosely coupled schools. The reasons include a lack of interdependencies among personnel and few pressure points to modify the behavior of more than one person at a time.

References

- Bidwell, C. The school as a formal organization. In J. G. March (Ed.) Handbook of Organizations. Chicago: Rand McNally, 1965.
- Deal, T., Meyer, J. W., and Scott, W. R. Organizational influence on educational innovation. In J. V. Baldrige and T. E. Deal (Eds.), Managing change in educational organizations. Berkeley: McCutcheon, 1975.
- Dornbusch, S. M. and Scott, W. R. Evaluation and the exercise of authority: A theory of control applied to diverse organizations. San Francisco: Jossey-Bass, 1975.
- Lortie, D. Schoolteacher. Chicago: University of Chicago Press, 1975.
- March, J. G. and Olsen, J. P. Ambiguity and choice in organizations. Bergen, Norway: Universitetsforlaget, 1976.
- Meyer, J. W. and Rowan, B. The structure of educational organizations. In M. W. Meyer (Ed.), Environments and organizations, San Francisco, Jossey-Bass, 1978.
- Meyer, J. W., Scott, W. R., Cole, S. and Intili, J. Instructional dissensus and institutional consensus in schools. In M. W. Meyer (Ed.), Environments and organizations. San Francisco: Jossey-Bass, 1978.

- Ouchi, W. G. Coupled versus uncoupled control in organizational hierarchies. In M. W. Meyer (Ed.), Environments and Organizations. San Francisco: Jossey-Bass, 1978.
- Weick, K. E. Educational organizations as loosely coupled systems. Administrative Science Quarterly, 1976, 21, 1-19.

COLLABORATIVE ACTION IN THE EDUCATION AND EMPLOYMENT OF HANDICAPPED PEOPLE

Carol Mortland

August 1979

In the general milieu which surrounds the current concentration on advancing the rights of handicapped people, the need for collaborative action is being recognized by those involved in the education and employment of the handicapped. One result of this recognition was the Collaborative Leadership Conference sponsored by UCEA/SAGE in the summer of 1979. In attendance were education administrators and professors; representatives of business, industry and labor; policy analysts; those employed in multi-disciplinary professions and social scientists. Using the Conference as a focus, I want to make a few comments on collaborative activity, leadership and evaluation.

Collaboration involves four steps: a) a recognition of the need for and value of collaborative action; b) communication about the collaboration; c) collaborative activity; and d) evaluation of that activity.

Recognition

The recognition of a need for and the value of collaborative efforts

does not follow automatically from the emergence of a new situation; it is frequently difficult to acknowledge that the resources, plans and orientations of one's discipline or profession are not sufficient to meet the needs of changing requirements and circumstances. In addition, it is often difficult to change one's perspective of another area or profession; for example, educators have often viewed business and labor as entrenched bastions of resistance to the employment of handicapped people. But legal requirements and the increased intrusion of the handicapped into the labor market is creating a new situation; a context is emerging in which handicapped workers are showing themselves to be the equal (or better) of other workers, in terms of production, loyalty and creativity. With this demonstration is coming a change in the attitudes and activities of those in the work force, both its leaders and its workers. The degree to which this context is emerging varies greatly throughout American industry, business and labor, of course; what is constant is the need for those who deal with this world (e. g., the handicapped and their educators) to be aware of these shifting forces and to work with them in their changing state. It then becomes possible to view personnel in industry, business and labor, as well as in other occupational areas, as active partners in the employment of handicapped people, partners with resources unavailable in any other sector of American life.

Communication

Recognizing the advantages of collaborative planning and action in advancing the rights of handicapped people needs to be, but often is not, followed up by communication among those involved. The Sage Conference

created such an opportunity, and highlights some of the advantages and pitfalls of such communication. First, Conference participants were in a situation to talk, and their major task at the Conference was to discuss their perspectives and listen to others do the same. It seems so simple - in order for people to communicate, they get together and talk. Then why is this step so frequently neglected? Businessmen, for example, cannot contribute to the planning of educational or training programs for the handicapped if they are not included in those planning sessions. Handicapped children and adults cannot contribute information as to their needs and wants, in education and employment programs, if they are excluded from such planning. It is surprising to me how much doing to and for is done relative to people with handicaps; I see a context emerging in which the handicapped become increasingly irritated with their lack of control over themselves - their education, their employment, their lives - and begin taking more power for themselves.

Secondly, the Conference offered numerous situations and inducements for conversations between participants from various professions. The structure of small group discussions enabled participants to exchange views and enter dialogues; a more communicative process than having a series of formal speeches. These dialogues allowed Conference participants to hear about, sometimes for the first time, programs and resources and alternatives being utilized by other professions and regions. At the same time, a number of areas of conflict were identified and occasionally discussed. However, a number of areas of conflict were skipped over, not recognized and not discussed, possibly because of the newness of the encounter between the various groups.

This raises an interesting point: conflict can serve to advance a goal as often by underlining the conflict as by avoiding it. Emphasizing conflict in opinions, goals and perspectives is an integral part of the communication process. And presenting and discussing the points of conflict can lead to more realistic planning and the implementation of that planning.

But whether the discussion relates to conflict or not, listening is basic to, and frequently forgotten in, the communication process. In conversation after conversation at the Conference, one theme was constantly repeated: "They are not listening to me." Nearly everyone I spoke with mentioned that there was a lot of talking going on, but "they won't listen to me." Even when they listen, they do not hear; they were not "really" getting my message. Most participants said they had learned a lot at the Conference about other perspectives and about problems in the education and employment of handicapped people, but I repeatedly received the impression that participants felt their own views and knowledge were not sufficiently recognized nor respected.

One reason for this may well have been difficulty in listening to one another. It is difficult for us to talk outside the jargon of our field, especially when it relates to a topic which has a jargon in our field. For example, educators have a large and specific vocabulary relating to exceptional education; it will be difficult for an educator to discuss exceptional education without using that vocabulary. But that is what he must do if he is to discuss the education or employment of handicapped people with a labor union official. Likewise, the labor official will need to translate from his usual vocabulary when explaining union policies and regulations to an

educator. Much of the success of their collaboration (in other words, the opening up of a few more jobs for some handicapped people) will depend on their recognition of the jargon problem and their willingness and ability to struggle out of it.

Effective collaboration requires recognition of this tendency for us to think quite highly of our own views and knowledge, and recognition that words do not communicate if their meanings are not known by all those talking.

Collaborative action

The recognition of conflict in perspectives and goals is as important in collaborative action as it is in communication. Each participant in a profession involved with handicapped people has objectives which differ from those of other professions. For example, the businesswoman involved in hiring the handicapped is interested first in successfully operating her business; the hiring of a handicapped person or the administration of a successful training program - no matter how interesting or important to her - are not as important to her as showing a profit. She probably would not last long as a businesswoman if she thought otherwise. On the other hand, the employment counselor is going to be far less interested in her profit margin than in his own success at getting handicapped people into jobs. This is the way it is. We all know it. Yet a major complaint at the Conference was that people in the other professions were not interested enough or did not know enough about the complainant's profession. Educators, for example, seemed almost to accuse business and industry representatives of being company men,

more interested in their company than in the rights of the handicapped. But what else could they be?

The exciting aspect of collaborative action is the coming together of those with vastly different backgrounds, occupations, interests and goals in the advancement of a common goal; in this instance, the advancement of opportunity for handicapped people in education and employment. But ignorance or neglect of the differing perspectives and goals of each participant leads to unrealistic expectations of the extent to which each participant can leave behind her/his own interests and views, both personally and professionally.

The collaboration of those in different fields with different goals demands an open recognition of their differences, an acceptance of those differences and a concentration on the areas of mutual concern and the reasons for collaboration, rather than on the differences. In this regard, it might be interesting for those involved with exceptional education and the employment of handicapped people to recognize the "religious" nature of much of that involvement. Past and present injustices to the handicapped, the lives which have been wasted or improvised through lack of opportunity, and the knowledge transmission and attitudinal changes regarding the handicapped occurring in a number of people today all contribute to levels of commitment and the use of terminology usually associated with religious belief and activity. The intensity of involvement of many who are advocates for the handicapped, both in and out of their jobs, has been responsible for much of the legislation and many of the opportunities and programs now existent. Such intensity can also lead to narrowness of perspective and certainty of one's rightness,

whether that relates to larger theoretical issues (e.g., should the handicapped be educated or trained?) or to specific problems (e.g., procedures in a particular program).

Collaborative evaluation

The improvement of collaborative communication and action depends on the quality of collaborative evaluation. This is where social scientists can contribute to the improvement of opportunities for people with handicaps. But evaluation is the responsibility primarily of those involved directly in the collaboration, whether or not they do the evaluating directly. Evaluation involves both the initial evaluating; then the review and evaluation of the evaluation itself. When the results are not reviewed and judged, it is less harmful than no evaluation at all; for having an evaluation - even a neglected one - lulls participants into the satisfaction of having been evaluated. Herein lies the nature of collaborative evaluation: a) the evaluating process itself, whoever conducts it, and b) the review of the evaluation by those being evaluated.

Evaluation, whether it is done by social scientists, educators or participants, is being increasingly based on an interpretive approach. The interpretive approach, now being touted by a number of scholars from philosophers to scientists, rests on the recognition that human beings do not encounter reality directly. Thus, evaluation based on discovering "the actual situation" and what "is really happening" is founded on an unrealistic, although traditional, view of reality and research. What is important in interpretive research is the perspective of those involved in the situation. It is these

perspectives which are guiding the actors' actions and reactions. And the perspectives of participants can best be gathered at the everyday, taken-for-granted level of human activity and interaction.

Traditional methods of evaluative research cannot get at these levels; cannot tell us about the perspectives of actors other than in a superficial, preordained manner. For example, questionnaires limit the information to be gathered: responses are already partially determined by the framing and the choice of the questions asked. Ethnographic description is being increasingly utilized in educational research to explore the perspectives of participants in educational situations.

The value of ethnographic description of participants' perspectives in particular circumstances cannot be overstated. These perspectives guide all their ideas and actions; they "create" reality for the participants who hold them. The advantages of this research orientation can be demonstrated when we apply it to situations in which we have ourselves participated. For example, observation and description of various perspectives of those attending the Conference would reveal the following comments about human nature:

- "People resist buying into a process without terminal goals defined at the outset."
- "Rapid change doesn't accomplish much."
- "If you look okay, you'll do okay."

Each of these assumptions about the way people are determines how the person holding that assumption will interact with people, and will color his activities relating to the education and employment of handicapped people. The "truth" or "accuracy" of these assumptions is irrelevant in this context; what is

relevant is the influence they have on the actions of those holding them. Description of these assumptions about human nature makes us aware of, and alerts us to, the influence these assumptions have on our daily action and conversation.

Ethnographic description can also make us aware of the perspectives of others in a way that those holding them cannot. The anthropological ethnographer usually has no "limbic attachment" to education; thus, his/her interpretation of the perspectives of others involved in the educational process will be relatively free of the unique perspective and language characteristic of educators; and thus his translations of the various perspectives in a particular educational setting can often break through the communication barriers existing in that situation. Repeatedly it must be emphasized: evaluative research cannot tell us what the situation is because there is no one situation. Each participant has a differing perspective; each participant creates her own definition of the situation. The anthropologist/ethnographer, acting as a translator and interpreter, describes these various "definitions of the situation" and thus can often bridge the gap created by their existence.

An exciting result of collaborative communication and activity can be an awareness of new ways of viewing problems and their solutions, in both a practical and a theoretical sense. In fact, the two - theory and practice - can be joined in a way seldom possible, because of the face-to-face contact among those who deal primarily in one area or another (e.g., professor.

in theory; employment advocates in practice) and those who deal in both areas (e.g., managers and administrators). The planning of specific programs can result from discussions of socioeconomic issues; for example, discussions of whether or not, or how, the American economic system locks handicapped people into a "surplus" situation. If such is the case, and/or to the extent that it is the case, how can the handicapped and those involved with them cope with adverse public opinion? How much does the current situation parallel the black situation when blacks were/are feared by whites as much (or more) for their ability to take jobs away from them as for their "blackness"? Questions such as these often cannot be asked until we are given an opportunity to see a situation in a broader perspective than is normally the case in our day-to-day work. Collaborative communication affords the opportunity for this broader perspective and the posing of different questions. Collaborative action, then, offers the opportunity to construct new solutions and to change and improve those already in existence.

Collaborative communication and cooperative action, however, does not inevitably bring forth new questions, broader perspectives and creative solutions to existing problems. On the contrary, grasping a new view of a situation and acting creatively is a rare occurrence. The Conference gives evidence of the hesitation of participants to take an opportunity to question, to explore, to create. We looked for comfort in tasks; we wanted a list of small tasks ("the task of your group is to come up with three statements concerning . . .") to complete which, when completed, would accomplish the larger task of the Conference, which we wanted defined for us. Too many

of us failed to "seize the moment" - to see the uniqueness of our situation, to dare to discuss ideas with those we seldom (or never) come into contact with. Rather, we retreated into expressing our views (valuable, but only one step in the creative process), telling what we "do", wondering what we were supposed to be "doing" and feeling uneasy at the absence of a developing consensus or solution to something.

This Conference was not unique in the failings of its participants; if anything, it was unique in the extent to which diversity was expressed and tolerated, and knowledge was gained and exchanged. To the extent the Conference was successful, it was the result of the bouncing about of ideas among the participants; to the extent that it failed, it was for lack of the same. Whatever the solutions are to our being more daring in thinking, in exchanging ideas and hesitancies, in the creation of ideas and programs and improvements, the first step is an understanding of ourselves; recognizing our own assumptions and perspectives. Collaboration does not mean that the other fellow is going to tell us how to do things in our area; it can positively affect the quality of our work and the improvement of our programs.

THE INDIVIDUAL IN COLLABORATIVE ENDEAVORS

(AS OBSERVED IN SAGE-MESA PROGRAM)

Prepared by Dr. Carolyn D. Raymond
Director of Staff Development
Mesa Public Schools, Mesa, Arizona

This document is a working paper prepared for the UCEA-SAGE working papers conference to be held in July, 1979. It is prepared for participants in this conference for consideration with respect to the collaborative, contextual and critical inquiry in staff development programs. The particular staff development program under consideration was an administrative training program relating to the implementation of PL 94-142. The document presents background information on the Mesa system (the SAGE program) and collaborative comments/issues/concerns for further consideration by members of the working papers conference.

This document presents the information in the following way: a description of the demographic context in which the training program took place including the city, the district, and the organization within the district; a description of the program context giving background, data and approach utilized; and comments of the collaborative process as it relates specifically to the individual and to group functions.

This document prepared for the University Council for Educational Administration, SAGE Project, June 1, 1979.

DEMOGRAPHIC CONTEXT

In order to best understand the nature of the comments on collaborative endeavors presented in this document, a description of the demographics with respect to the city, the district and the organization are presented.

1. The City

Mesa, Arizona, is located in Maricopa County, sixteen miles east of Phoenix, the state's capital and largest city. The city of Mesa, which celebrated its Centennial in 1977, was awarded the prestigious recognition as "All-American City" in 1979. It is one of the most rapidly growing cities in the country. This growth can be characterized by "urban sprawl," and has amounted to a 95 percent increase in population in the past ten years. The highly mobile and transient character of much of the local population is indicated by recent data which show that over 250 students from out-of-state entered the Mesa Public Schools during a period of less than one month. Each year approximately 15 percent of the student population of Mesa's schools have never before lived in the geographic area.

Mesa has changed from a largely rural to a largely urban community, resulting in a transformation of the base of the economy from agriculture to industry and the consumption of agricultural land for residential purposes. Two small rural areas devoted to farming still exist in the portions of the district farthest away from the area of fastest growth. Manufacturing output has increased 2,133 percent during the past twenty years. The growth of Mesa has

significantly contributed to the concentration of over 85 percent of the population of the state of Arizona in the metropolitan areas surrounding Phoenix and Tucson.

The principal enterprises of the immediate area, besides education, include agriculture, tourism, retail trade, electronic component manufacturing, metal fabrication, and other types of manufacturing. Tourism represents the main source of area income. The median family income in Mesa in 1977 was \$13,266, which was approximately \$2,000 above the national median. The fall, 1977, enrollment of a community college located in Mesa was approximately 12,000 students.

2. The School District

Mesa Unified District Number 4, or Mesa Public Schools, is a K-12 system. The school district encompasses some 200 square miles of land area, which includes the almost 50 square miles that are within the city of Mesa.

The school district serves a population of over 200,000 persons, more than 180,000 of whom reside in the city of Mesa. In the eight school years from 1971 to 1979, the combined school district enrollment grew from 21,300 to over 33,000. The current enrollment projections are for more than 36,000 students in 1979-80, and for between 44,000 and 46,000 by 1982-83.

Despite this continued growth, realistic planning has kept the district relatively free of double sessions during the last ten years.

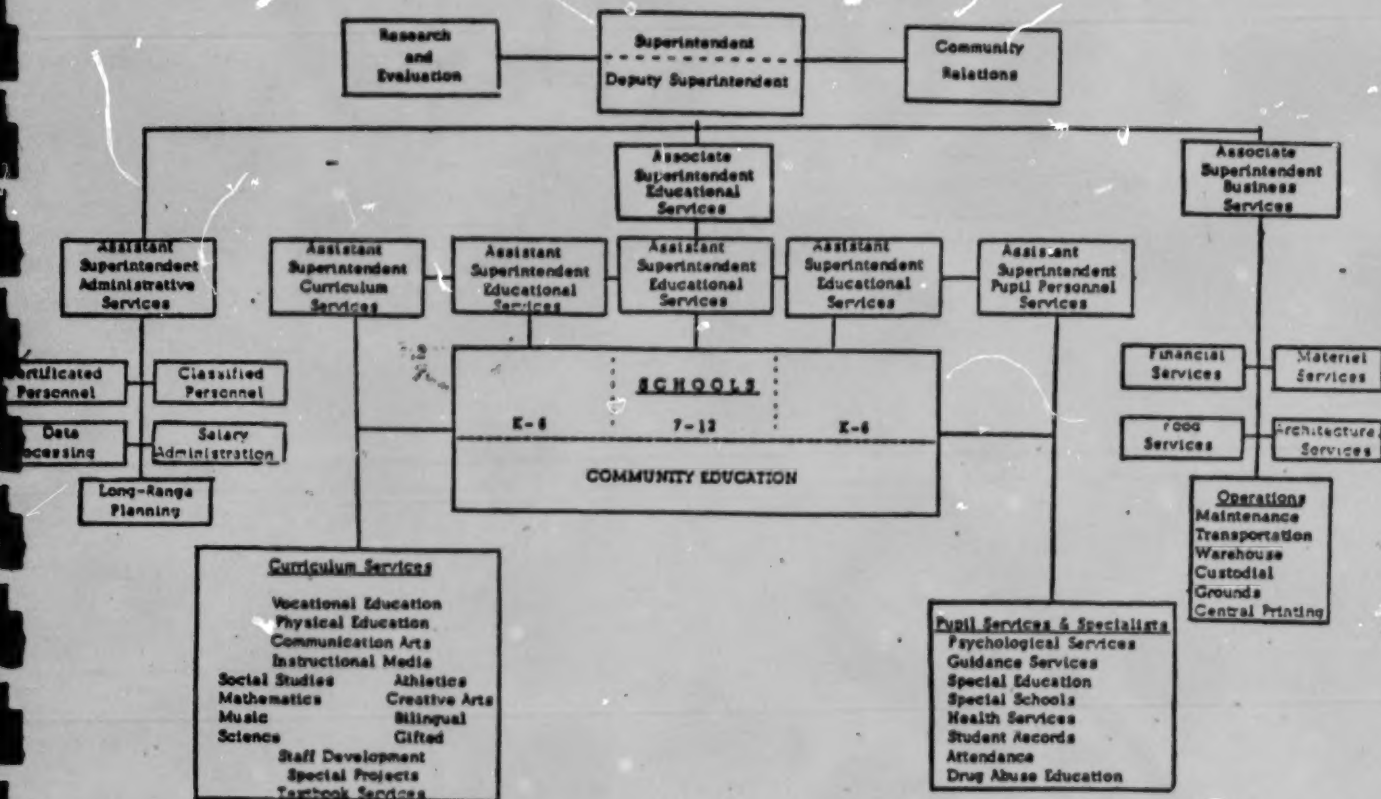
During that period, 19 new schools were built. An additional five elementary schools, two junior high schools, and one senior high school will be built during the coming four or five years, as a result of a bond election held in November, 1977. A record 25 percent of the eligible voters approved the sale of \$38 million in school bonds--the largest amount ever passed in the history of Arizona public schools.

As an Arizona unified school district, Mesa Public Schools is governed by a five-member Board of Education, which serves without pay. The district serves grades K-12, in twenty-nine elementary schools (grades K through 6), seven junior high schools (grades 7 through 9), and four senior high schools (grades 10 through 12). One of the latter schools accepts full- or part-time students in a unique curriculum, which serves as an alternative to the offerings of the other high schools. Additional district schools include the Parkway School for trainable mentally handicapped students (ages 5 to 21) and three small secondary schools for students with special problems, such as expectant mothers and delinquent youths.

Anglo-white students have constituted approximately 84 percent of the overall district student population in recent years. Students with Spanish surnames are the major ethnic minority group, and Native American students are the next largest group. The area of Mesa Public Schools includes one Indian reservation, the Salt River Pima-Maricopa Indian Community, and is adjacent to another reservation, the Fort McDowell Mohave-Apache Indian Community.

Approximately 1,000 Indian children attend Mesa Public Schools, and many Indian students receive assistance from the District's Indian Education Program.

The organization is headed by a superintendency of eight.



Key superintendency roles in this particular training effort included the Associate Superintendent for Educational Services under whom the Director of Staff Development serves. Three Assistant Superintendents, who are responsible for unit administrators, also report to this individual. All three of these Assistant Superintendents were key players in this training program as well. Another key player was the Assistant Superintendent under whom the Directors of Special Education and Psychological Services report.

The training program was a collaborative effort planned by four major role groups -- Unit Administrators, Psychologists, Special

Education Personnel, and Staff Development Personnel. The key players can be separated into two distinct groups; the design team and the planning team. The design team was made up of two major players from the Departments of Special Education, Psychological Services, and Staff Development. This team was given the directive for designing, implementing, monitoring and evaluating the training endeavors. Each of these individuals were also members of the planning team which was expanded to include additional psychologists, special education personnel, unit administrators from elementary, junior high and senior high areas as well as the five superintendents previously described.

PROGRAM CONTENT

The Mesa SAGE project was a training effort to insure successful implementation of certain special education procedures. It was initiated in the Mesa Public Schools after a 1976 needs assessment. From information on this instrument administered to fifty-seven Mesa Public Schools administrators in October, 1976, it was determined that there existed a need for training in several special education procedures. The training needs included a review of state and federal laws, rules, regulations and services; local education administration policies and procedures; special education policies and procedures; and mainstreaming.

1. Year One

The focus of the first year of training was with teams of principals, special education personnel, psychologists, and support service personnel representing each of the twenty-six Mesa elementary schools.

This training, conducted during the first term of 1977 over a three month period, began with an intensive training workshop followed by succeeding activities. The training materials of the second day workshop were comprised of eleven training modules known as the IMPROVING MULTI-DISCIPLINARY CONFERENCE PROCEDURES TRAINING KIT (available upon request) developed in the Mesa Public Schools by professional staff. The content and materials for the modules were supplied by the original SAGE Design Team:

Mr. Ric Biddlecome	--	Psychologist
Ms. Lois Corpe	--	Psychologist
Dr. Richard Duncan	--	Director of Psychological Services
Dr. Harold McGrady	--	Director of Special Education
Dr. Carolyn Raymond	--	Director of Staff Development
Mr. Steve Smith	--	Special Education Consultant
Ms. Kathy Wingert	--	Special Education Consultant

These individuals also designed the initial training modules that were later refined for dissemination by Ms. Judith Sullivan, Staff Development Consultant.

This training kit was designed to give school principals, psychologists, special education teachers, and regular classroom teachers a clearer understanding of the overall process of placing a student in a special education program. There were also modules which offered training in developing a school multi-disciplinary plan, improving the efficiency and effectiveness of meetings, monitoring student participation in special education programs, and involving parents in the placement process.

According to the evaluation of the 1977 SAGE Workshops (see Final Report 1976-77), the training was most successful. The training

modules were revised based on data collected during the training and made available nationwide through the University Council for Educational Administration (UCEA).

2. Year Two

The second year of SAGE was devoted to revising the training program based on the needs assessment data, new district procedures, and adapting for secondary schools -- the target training population. The training program was conducted mid-year with secondary school teams which included counselors. A total of 75 individuals were trained. The evaluation once again indicated a high degree of success. The training modules were once again revised based on the data and submitted to UCEA for dissemination.

In addition, two other endeavors were accomplished during the 1977-78 year. The first was the administration of a needs assessment instrument which dealt specifically with individuals' perceptions of roles and functions with respect to special education procedures. This data was used in a SAGE Planning Team meeting. During the meeting, the task of ascertaining new training needs was presented to the administrators. They were asked to look at the total problem with component issues and concerns, the past and most recent needs data, the present training needs for administrators, and the elements involved in carrying out the training. Using a modified Delphi technique, the SAGE Planning Team determined the top five training needs which are listed in order of priority.

1. Streamlining the "Total Special Education Package" -- Write it out in simple terminology, clarify assessment, placement, etc. and standardize procedures.

2. Awareness of existing programs -- what programs are offered.
3. Effective leadership in multi-disciplinary conferences, i.e., conducting summary, group discussions, proper placement.
4. Effective communication in school -- a oneness of special education and regular education.
5. Parent training programs -- notification of parents and their role in special education.

3. Year Three

This third year of Mesa - SAGE took on a new look with some maintenance activities. In the first month of the 1978-79 academic school year, two meetings were held to recommend procedures for accomplishing the proposed training needs. The first meeting was of the SAGE Design Team composed of Special Education, Psychological Services, and Staff Development personnel. A plan was prepared by this team and then discussed with the larger SAGE Planning Team. For role titles the two teams are outlined below.

PLANNING TEAM

Associate Superintendent,
Educational Services
Assistant Superintendent,
Educational Services
Assistant Superintendent,
Pupil Personnel
Assistant Superintendent,
Educational Services
Principal, Hale Elementary
School
Principal, Mesa Central
High School
Principal, Carson Junior
High School
Psychologist
Curriculum Director, Math
Director of Research
Principal, McArthur School

DESIGN TEAM

Psychologist
Director of Psychological
Services
Special Education Consultant
Director of Special Education
Director of Career Education and
Staff Development
Special Education Consultant
Special Education Consultant
Staff Development Resource
Specialist
Research and Evaluation Analyst
SAGE Evaluator
SAGE Evaluator

The SAGE Planning Team reached consensus on the training needs for the third year of SAGE in the Mesa Public Schools. Two major objectives were identified to address these needs:

- 1.0 By November 30, 1978, the SAGE training program used the previous two years will be refined and conducted with approximately 40 new unit administrators, special education personnel, psychological services personnel, and support service personnel as evidenced by a final report by May 30, 1979.
- 2.0 By April 30, 1979, each school team will be involved in a self-review and support service review to determine current operations with respect to special education procedures as well as an individual plan of action which will include training needed to correct or improve areas of deficiency as reported in a final report by May 30, 1979.

The training session designed to accomplish Goal 1.0 designated by the SAGE Planning Team was held on November 16, 1978. All new principals, assistant principals handling special need youngsters, psychologists, psychometrists, curriculum consultants/directors, special education consultants/directors, and department chairpersons were invited to attend the 1978 new administrators workshop. In all, 28 persons participated in the workshop. The evaluation (see May, 1979, SAGE Phase I Evaluation Report for details) noted that the workshop session was very effective in refining, completing, and updating the participants' knowledge of the referral process. It was also noted that the participants rated the presentation of information as excellent and worthwhile in light of the complexity of the information contained in the modules.

Another aspect of the SAGE endeavors was to update and develop several procedures related to the special education referral process. The activity in this area was the responsibility of various

personnel in the Special Education and Psychological Services Departments. The following activities occurred:

(a) Refinement of the Individualized Education Program (IEP)

During the 1978-79 school year, no content changes were made to the IEP. One addition to the procedure was made however. An extra copy of the IEP is now available for support services so that the students' needs will be more efficiently served. Mesa Public Schools offers a Spanish translation of the IEP as a way of improving the communication between the Mesa school personnel and parents/guardians whose natural tongue is Spanish.

(b) Refinement of Due Process Procedures

The frequent review of these procedures is an established process. Personnel from Psychological Services are involved in reviews of the due process procedures in order to make those procedures easier to implement.

(c) Checklist of Steps Taken in the Referral Process

Mesa Public Schools offers parents/guardians a packet containing forms to be signed as well as a chart describing the procedure for evaluation. This packet also contains detailed descriptions of information about due process, evaluation procedures, programs offered to meet special needs of students, and descriptions of the kind of reports used with or resulting from the evaluation procedure. This packet is available in Spanish.

(d) Parent Advisement Group

A volunteer parent group has been formed to promote a cooperative partnership between the Mesa Public Schools Special Education Department and the community in planning and implementing special education programs.

(e) Orientation Program of Services Offered

In order to provide training opportunities for teachers and others, several kinds of materials are available. Handouts explaining programs have been prepared; a teacher packet with inservice modules can be checked out and used to provide a general program orientation; and booklets are available for parents explaining the special education programs offered in several of the Mesa schools.

The major SAGE endeavors began early in January, 1979, with a planning meeting of the SAGE Design Team. At that and subsequent meetings, agreement was reached on the content and sources of data for an extensive school assessment review process. The purpose was to develop and implement the evaluation review procedures that would be used in an investigation of the special education procedures, designed over the past two years and on which most administrative staff were trained. Through the efforts of Staff Development personnel and a member of the SAGE Design Team, a timeline and various data-gathering instruments were developed. Personnel were assigned to accomplish the evaluative functions first initiated by the SAGE Design Team and then agreed upon by the SAGE Planning Team.

During the months of activity of Phase III (February, March, April and May), data were collected from all of the 41 schools in the Mesa Unified District. Specifically, the participation in SAGE Phase III can be described as follows:

- On-site observations of multi-disciplinary conferences were completed at 16 of the 26 elementary schools, all 4 of the high schools, and three of the junior high schools.
- 430 faculty members completed an optional faculty questionnaire.
- 205 members of multi-disciplinary conference teams completed opinion surveys about their schools' referral procedure.
- 130 SAGE trained administrators and multi-disciplinary conference team members completed questionnaires dealing with specific items of knowledge about the referral process. 102 administrators and MDC team members who have not participated in SAGE training also completed this questionnaire.

The following instruments were developed and used during this district's special education evaluation (for details see the Final Evaluation Report):

<u>Instrument</u>	<u>Data Source</u>
1. Questionnaire about Referral Process	MDC team at each school
2. Opinion Survey about Referral Process	MDC team at each school
3. Assessing MDC (Attitudes)	MDC team at each school
4. Faculty Questionnaire (optional)	Regular faculty at each school
5. Review of IEP's	Special Education Consultants
6. Review of Referral Process	Psychologist
7. Parent telephone interview	SAGE Specialist
8. MDC on-site observation	SAGE Specialist
9. MDC Follow-up (Educators)	MDC Conference Participants
10. MDC Follow-up (Parents)	SAGE Specialist interviewing parents at MDC

The final activity of the year was a Planning Team meeting in which the results of the year's activities were described and recommendations made for the 1979-80 year. Recommendations included:

- A brief review of some of the specific aspects of the referral process for all schools including options available to parents and/or educators if consensus is not reached in a multi-disciplinary conference.
- Definition of least restrictive environment across the district.
- List of individuals who must be involved in a MDC (excluding those who may attend).
- Specific intensive training in several of the schools which showed a fairly poor implementation of the special education procedures.

- Establishing an ongoing annual review of all special education referral procedures including forms and personal responsibility.
- Continue the multi-disciplinary conference observation in those schools that were not observed during the third year.
- Examine the problem of parental no-shows at the multi-disciplinary conferences and to establish procedures to decrease this particular problem.
- To change the IEP with respect to certain specific areas where errors were found in the review process.
- Conduct the SAGE training workshop for all new administrators in the district and this time include nurses.
- Conduct an extensive parent interview survey of parents who have been through the multi-disciplinary conferences to obtain their opinions regarding the process.

OBSERVATIONS OF THE INDIVIDUAL AND THE GROUP IN COLLABORATION

This section describes some observations made by this writer with respect to her involvement in the collaborative process. One thing to be considered in collaboration is when it should be used and when an individual assignment perhaps is the better decision. This is described by Sherwood and Hoylman¹ and verified by this writer in this SAGE effort. If the nature of the problem or the task involves a creating of a new set of procedures, then the individual preparation of the task for group critique seems to be best. The initial identification of the problems and conceptualization of the problem perhaps should be started by a small group brainstorming of possible things for the individual to be concerned with, but then the straw man approach seems to work best.

¹John J. Sherwood and Florence M. Hoylman, "Utilizing Human Resources: Individual Versus Group Approaches to Problem Solving and Decision Making," The 1978 Annual Handbook for Group Facilitators, University Associates, Incorporated, La Jolla, California, 1978, pp. 157-162.

When several individuals have pieces of the information or procedures involved in a problem, then a collaborative group probably can bring about better results. A collaborative approach works best when achieving the outcome requires interaction with others to get the job done. For example, the referral process in special education requires many individuals to achieve certain pieces of a task for the entire process to take place; therefore, collaboration on the referral process is more effective than an individual working to decide what the referral process will be.

If commitment is needed for the accomplishment of the outcome to a problem or a procedure then increased commitment usually comes about through providing the person a chance to be a part of the development process. The individual probably will have more ownership over the outcome. It must also be recognized, however, that not everyone can be involved in the development of the procedures who must later carry out the procedures. There seems to be a fallacy in the belief that one can involve everybody and, therefore, get commitment from all.

Even when collaboration is used, one must go out and persuade those who were not involved in the process of reaching a decision, to believe in the desired outcome and also the way in which it is to be carried out.

If the solution to a particular problem or desired outcome is not dependant upon the support of other people, then an individual carrying out the task is all that is needed. Collaboration is not needed. In collaboration sometimes the quality of the product is

lower, but there is greater commitment. It is probably better to have the commitment and the lower quality procedure carried out than to have a high quality procedure that no one carries out.

The skills and personalities which the individuals bring as group members are important to the accomplishment of the desired outcomes. Each individual should have a commitment to the outcome and/or have a role to play in the implementation decision and hopefully some expertise to solve the particular problem under consideration. If these areas are not considered, it is questionable whether the composition of the group will bring about the desired results. Some management tend to use the same individuals to address every issue rather than looking at what characteristic skills and involvement these individuals would have in the decision.

The advantages of working in a group as opposed to individually doing a task is that usually there is an increased amount of information on the decision and there is a greater variety of solutions to the problem. Obviously, the more people involved, the greater the acceptance and hopefully some potential communication problems are reduced. On the other hand groups frequently have as a group greater time and pressure demands which means the first solution presented may be the one that all gravitate toward. There is the need to conform and if there are different hierarchies within the organization represented, one has to be careful that those higher up in the organization do not exert more influence than one would desire.

Also with groups, if some of the individuals are having difficulties outside of the situation, it can influence the effectiveness of the group.

A particular article by H. B. Karp² says several things about collaboration which I feel were demonstrated in the SAGE process in the Mesa system. Karp indicates that it is very important to consider the individual members as opposed to the group member. The issue is not whether collaboration is good or bad, but on what successful collaboration is based. Collaboration must be based on the "recognition of the power that resides in the individual and his [her] right to be himself [herself]." He indicates that there are ten norms to determine whether or not the individual is functioning well in collaboration. The individual is not functioning well if the individual:

- is talking "about" rather than dealing with the problem;
- talks about the past or the future, the "should's" and the "ought's" rather than the present;
- makes statements that sound like "I can't" instead of "I won't." The individual that states "I can't" when he [she] truly can diminish his [her] own strength. "The more powerless he [she] presents himself [herself], the more powerless he [she] actually becomes."
- asks questions rather than makes a statement;
- uses terms such as "you," "one," "it," "they" instead of "I" -- does not take responsibility for his/her thoughts, ideas, and feelings;

²H. B. Karp, "Gestalt Approach to Collaboration in Organizations," The 1976 Annual Handbook for Group Facilitators, University Associates, La Jolla, California, 1976, pp. 203-210.

- says "yes" or assents by default when he/she feels or thinks "no," or agrees when there is little or no cause for agreement;
- repeats message over and over to create impact and actually dilutes what it is he/she has to say;
- is not direct in terms of getting the message across to another particular individual but uses broad generalizations;
- withdraws from the meeting but pretends to be attentive;
- fails to be concise which implies brevity and the lack of qualifying statements preceeding a statement.

Karp also talks about the group in collaboration and he implies that a collaborative group is based on four underlying assumptions.³

1. For the group to function effectively, "it must not make unhuman demands on its participants."
2. The group needs to recognize points of honest agreement and similarity where they do exist, as well as recognize differences.
3. A contract is developed by the group which demands specific behaviors, a time frame the contract covers, specific outcomes affected and the contribution of the individual.
4. Collaboration should only be used when the group is comprised of individuals who are competent and able to contribute to the outcome. Individuals in the decision making process will in some way be responsible for the outcome and individuals who wish to collaborate.

I believe that after observing and being involved in a collaborative process that the above thoughts with respect to collaboration are of some interest for future study.

³H. B. Karp, Ibid.

There also were some special "side benefits" as a result of the SAGE project. I believe that these "side benefits" were a function of collaboration. The Staff Development Department became much more actively involved than before with those divisions/departments or schools in which this writer had interaction in the collaborative process. Some examples were that the Special Education and Psychological Services Divisions are now working much more closely together as well as with Staff Development personnel. Several new Special Education course offerings for total district personnel were coordinated through the Staff Development Department.

Some of the supposedly uniform policies and procedures and practices were put into writing and now are indeed uniform. Some of the competencies designed for the SAGE workshop have been used to train other personnel in the district, such as parents in a leadership training program.

An exciting side benefit are the increasing SAGE efforts from year to year. The outcomes have been greatly expanded from those which were originally established. Also, we have a team of individuals who can develop competency-based training programs in any area. And the team can be called together at quick notice and takes pride in moving quickly to a decision.

I personally learned much about how to facilitate collaboration and therefore it was a professional growth experience for me. My learnings transfer to my skills in conducting staff meetings as well.

329

SUMMARY

This document was prepared very quickly prior to my leaving to take another position in another district. As a result, I expect it will need an extensive rewrite. I would appreciate any suggestions that could be given to it from the working papers conference. Thank you.

Handicapped Adults as Resources to School Systems

Martha Ross Redden, AAAS

Schools seeking to include handicapped youth should consider an often overlooked resource to facilitate this integration process. The handicapped adult in the community can offer suggestions that will ease the entry of the child, prepare the ordinary children and their parents and provide the coping strategies that will allow the child to participate fully in the academic and social program of the school. Adults who have been living with disability since childhood have learned many ways to personally compensate for their disability. They can teach these to young handicapped children and their parents. These adults have and are constantly adapting their greater environment and assisting the people with whom they live and work to make adjustments that will allow them to set and fulfill the everyday goals of living and earning a living. These adaptation skills can be shared with teachers, principals and parents. All children need role models. Most children have available to them many successful adults whom they can aspire to be like. Most handicapped youth have never met a successful adult who has a disability similar to theirs. Handicapped adults are available and willing to assist schools who seek to bring handicapped youth into the full program they offer. Following are some suggested activities to utilize these valuable human resources.

Suggested Activities

1. Survey your immediate school community for disabled persons who could consult with the school. When the subject is brought up, people will think of disabled relatives, students away at college, other people living and working near the school. Ask these people to give suggestions on how they might assist the school and the handicapped youth who attend.

Make a record of these resource people and share it with the faculty, staff and parent groups.

2. Enlarge this resource list with people from the larger community. Sources of names of successful handicapped adults are: local, state and national consumer groups of disabled persons; mayor's and governor's committees on handicapped persons; groups such as American Association for the Advancement of Science, who have compiled directories; local special education personnel.

3. Plan school activities to utilize disabled adults. Such as:

- PTA Meeting - Panel of disabled adults discussing pros and cons of Mainstreaming
- Parent Groups - Parenting a handicapped child
- Classroom visits - Aids they use
- Teacher Conferences - Practical advice on adapting curriculum
- Role Model - Pair disabled adults with handicapped child. Have role model visit classroom and child visit adult at work site, etc.

4. Select a group of particularly helpful disabled adults as a resource Group to the school. These people can consult and help plan activities on an ongoing basis.

Weaving the Fabric of Generalist-Specialist Leadership Training

Daniel D. Sage
Syracuse University

A topic of perennial concern in the preparation of leadership personnel for education has been the relative weighting of emphasis between generalist and specialist roles and functions. The literature of educational administration as a field of study and of practice has periodically addressed the question of how best to identify those learnings which can be said to be generic and to discriminate them from those which may be specific to certain roles to be filled or functions to be performed. The legitimation of a discipline of educational administration has seemed to depend significantly upon reducing attention to the adjective (whether elementary, secondary, or more broadly educational) and highlighting the noun as implied by the concept of administration as a science cutting across a multitude of society's organizational settings. That so much of the conceptualization of what is now the theory of educational administration was drawn from other fields (public administration, business management, social psychology, etc.) has tended to reinforce the notion that intellectual respectability demands maximum attention to generic processes. Since its inception in 1956 as the concept generating and disseminating core for the study and practice of educational administration in this country, UCEA has provided a forum for the discussion of this issue.

A decade later, with the primitive identification of a field of study and practice concerned with leadership in those subdivisions of educational systems dealing with exceptional individuals--special education administration--the issue was again given currency. Well before an appreciation was gained for the potential impact of special education on general school systems, UCEA was involved in the convening of a conference in 1969 designed to further discuss the question of optimal balance between common and specialized learnings in the preparation of special education administrators. ¹ As the field developed and larger questions of

curriculum and structural organization became more evident, the concerns of professors of special education administration stimulated additional initiatives by UCEA in 1971 to examine relationships between special education and general administration training programs. The series of externally supported projects and activities which have continued to the present time such as GSEAC² and SAGE³, maintained a consistent theme of promoting optimal integration between the respective fields of special and general education, as applied to leadership preparation and staff development.

A survey in 1972 of training programs in universities where both special education and general administration departments were actively involved in advanced graduate personnel preparation--revealed that a modest amount of "boundry spanning" was occurring on the part of both students and faculty members. ⁴ It was clear, however, that the bridge carried largely one-way traffic. Persons whose interests, experiences, previous formal training and future career goals were associated with special education were crossing over to gain conceptual resources from the general administration field. On the contrary, there were few indications that persons whose orientation was in general administration were securing new exposure to special education.

Throughout the past decade of increasing consciousness regarding the delivery of services to populations with special needs, and the resultant need for a more systematic and coherent design for leadership development, it has become evident that the achievement of major goals of full service for all children will require much more than the preparation of administrators for special programs alone. In addition, personnel serving in the full spectrum of educational leadership roles must be prepared in ways that go far beyond the traditional scope of knowledge, skills, and attitudes. While past practice has proceeded as if it were enough for special education leaders to secure the generic competencies

presumed to be attainable through educational administration curricula, current and future demands suggest that it is also crucial for general administrators to attain certain competencies which might normally be associated with specialist roles.

While concrete documenting data are not readily available, it appears that some modest change may have occurred in the amount of two-way boundary spanning taking place in recent years. An indirect indicator may be the increase in joint professorial appointments between the two academic departments, and even more significant, the establishment of "hard money" line positions for special education administration professors within general administration departments. More direct indicators would include enrollments of general administration students and practitioners in formal special education courses and participation in research or field investigations and experiences focused on special education concerns. Casual observations by this writer suggests that this is happening to some extent.

An important question, however, addresses the matter of motivation. It is reasonable to expect that sudden involvement in special education concerns would reflect a recognition of job market realities. With declining enrollment in schools, and resultant reduction in administrative positions, the still expanding population of special needs students and service programs certainly invites the upward mobile professional to secure at least some minimum credibility for handling special education. On another level, competency maintenance alone may provide rather strong motivation for incumbent general administrators to better understand the nature of the pressures that are being imposed by legal and regulatory forces to insure civil rights of special populations. Response to such a need would again be the securing of minimum insurance against the threat these forces represent, by picking up an appropriate bit of information or skill.

Whatever the motivation, the question of "how much" of the general versus special learnings remains to be answered. It is obvious that not everyone performing a leadership function in schools needs identical competencies.

It is obvious that those who are performing as administrators of programs primarily or exclusively concerned with special needs populations need to have generic administrative skills. Furthermore, it seems to be growing apparent that all school administrators would profit from some level of awareness regarding the issues of providing services of a specialized nature. The formulation of preparation experiences to achieve these levels of competency presents a formidable challenge for institutions of personnel preparation.

The normative pattern for leadership training programs has been characterized by a sharp distinction between the course of studies followed by special education versus general administration students. While the identity of general administration students has been clear--they had no association with special education curricula--the identity of the special education administration students has been much more ambiguous. Carrying at least minimum credentials both as educational administrators and as special instructional technicians, graduates of special education administration programs could be distinguished by the duality of their orientation. This preparation would seem to serve well those persons who wished to assume positions carrying a major responsibility for special service delivery. The preparation in general administration programs likewise serves adequately for positions in organizations operating under a structure that maintains separation between special education and the mainstream. The normative pattern fails to optimally prepare administrators for organizations committed to (or which might be ready for commitment to) a full service continuum for all children in least restrictive settings.

An administrative training program which would better fulfill such a need must be structured so as to likewise provide a continuum of curricular emphasis between general and special education. That is, it ought to be possible for a student of educational administration to secure a program of preparation which includes a little or a lot of exposure to either side of the regular-special dichotomy.

Furthermore, such a program should be undertaken systematically, with the components determined in accordance with differential career objectives, rather than by hit or miss idiosyncratic selection. A sequential and hierarchical ordering of courses and other experiences should guide the differentiation of program among those who are planning to pursue varying proportions of special and general preparation.

For example, particular experiences which may be most appropriate for the professional development of future special education directors may not be ideal at any stage of the preparation of future school principals or district superintendents, even though the intent may be to have such general administrators acquire certain specialist skills, knowledge, or attitudes. The arranging and sequencing of experiences most contributory to the development of optimally prepared generalists may require different components from those used at any point in special education training.

In view of the current consciousness of special education concerns, planners of total administrative preparation programs may be inclined to include a special education requirement as a part of a "core" of experiences for all trainees. While this may seem entirely logical, it also opens up the problems inherent in the establishment of any universal requirement. Even when the rationale for a requirement is totally evident, it tends to be resented as a constraint on individual freedom of choice. If the purpose of the requirement is at all in doubt, it is seen as a "lay-on" and even more resented. Core requirements generally must bear the test of being sufficiently "common" to the needs of all persons potentially involved. Since there are few specific areas of knowledge which can meet that test, core requirements tend to be rather few in number and limited to broad scope topics. As most special education courses have been organized, they probably fail to meet the test of sufficient universal breadth. The values ascribed to flexibility and freedom of choice in the individualizing of preparation will probably "win, hands down" over the argument that special

education issues are a necessary part of "common" learnings.

On the other hand, experience^s might be developed which would constitute not a blend, but a hybrid component for the full curriculum. That is, a course (or courses) and/or other field experiences (practica, research, etc.) designed to contribute most to preparing school principals, other central office supervisors, of district superintendents for the issues they must understand which pertain to special education, might be approached from a much broader context. For example, topics such as human variance and minority group attitudes, as they apply to the multiple dimensions of race, ethnic and , as well as to handicapped persons, might provide a better mechanism for getting at these issues than a course designed for special educators on the psychology of disability. In a similar fashion, the topic of procedural safeguards (due process, rights of notification, impartial hearings, etc.) may be approached from the standpoint of legal issues that apply across all populations, rather than as an issue for special education. The issue of equity in the financing of education for pupils of varying educational needs may likewise be approached from the broad perspective of equalization mechanisms, (to compensate for variance in both resources and need) rather than as the particular case of financing special education.

In summary, the problem of achieving appropriate preparation for both general and special administrators is to weave a fabric of program which will permit the selection or prescription of components for a wide variety of leadership roles and functions, while insuring a good fit for the trainee with a minimum of mismatches or gaping holes in the resulting garment.

REFERENCES

1. Proceedings of the National Conference Common and Specialized Learnings, Competencies and Experience for Special Education Administrators, (Austin: University of Texas, 1969.)
2. General-Special Education Administration Consortium, a project funded by the Bureau of Education for the Handicapped, U.S. Office of Education, administered by the University Council for Educational Administration, 1971-74.
3. Special and General Education Leadership Project, a project funded by the Bureau of Education for the Handicapped, U.S. Office of Education, administered by the University Council for Educational Administration, 1976-79.
4. Thomas J. Goodman and Daniel D. Sage, The Status of Relationships Between Departments of Special Education and Educational Administration. (Columbus, Ohio : UCEA, 1973).

Personal Elements in the Achievement
of Access for Handicapped Persons

by Diane M. Schneider
Attorney/Director,
Developmental Disabilities Law Project
Covington, Kentucky

As an attorney working to assist all parties to implement P.L. 94-142 and the Rehabilitation Act of 1973 in the states of Kentucky and Ohio, I am becoming familiar with a variety of barriers to this implementation, and I am glad that this conference seeks to expose these to the light for eventual resolution. I am particularly interested in hearing discussion of the personal elements each person brings to this implementation process, over and above one's designated role as parent, school administrator, teacher or attorney.

In past years, of course, lack of laws was the often-remarked barrier to free access of rights for handicapped persons. Several years after the much-heralded enactment of P.L. 94-142 and the Rehabilitation Act of 1973, however, we see examples of these laws being wielded as weapons by one side, or appearing to the other side to actually constitute barriers in themselves. This reference to "sides" presents the most revealing element in the process of enacting the laws. The drawing of "sides" is most often thought of in the context of war, or a purely adversarial relationship. Yet we increasingly sense that just such a relationship has crept into our efforts to implement the laws being discussed today.

In conversation with anyone on the subject of, say, educating handicapped children, it is a matter of seconds before the sympathies of each are sounded out, and usually signaled by one's position on that most obvious

requirement of the new law-so-called "mainstreaming." From television specials to cocktail party chatter, mainstreaming is being waved like a controversial banner, quite a conversational polarizer among informed and ignorant alike. In such conversations, opinions about mainstreaming seem to constitute the whole of a person's reaction to the concept of educating handicapped children--never mind the dozens of highly significant provisions of 94-142 that have been less popularly borne aloft, with potentially even more ability to impact the children. But I sense that many people's insistence upon using "mainstreaming" as the primary indicator for acceptance or rejection of the whole of 94-142 is a stubborn decision to live in a world of one's own making, free from possible intrusion by someone else's (possibly more workable) view of reality.

While it may seem efficient and natural to seize upon an obvious feature of a law to characterize the law itself, I believe that to tolerate that reaction without further investigation is to encourage increasing polarization, not healthy diversity. Such an approach is sloppy, shows a shocking disregard for the total spectrum of reality--the facts--concerning the education of handicapped children as treated in P.L. 94-142, as well as a lack of respect for the individuals engaging in dialogue. It is as if the unspoken assumption present in both parties during such a discussion is, "You are not clever or sensitive enough to accurately assess the true meaning of the law, so I will not encourage this discussion to go beyond the sensational, obvious, one-issue stage. Of course, I understand the full implications of the law in a way you couldn't."

On this type of basis, the conversation drowns in polite half-truths and maybe some boring platitudes about teaching handicapped children that no one could disagree with. Each party may assert and stand on some position

that he/she fondly likes to think is "one thing I'll never budge on," and of course this wouldn't be the time to seriously consider the reasoning behind the other's pet position. If exploration does begin, it usually seems to be only for purposes of further assessing whether the other can really be that unreasonable (or stubborn, or wierd); upon receiving even the faintest confirmation, it's back to their respective corners, each hugging to himself/herself an inverted satisfaction at seeing confirmed what each knew all along! Occasionally, a burst of anger send both into retreat, again failing to reach solid ground beneath a surface in turmoil. When these abortive attempts to communicate occur at official levels-- particularly at due process levels like a school-based IEP meeting--we see further evidence of the psychological, communicative, perhaps political barriers to implementing the law, in spite of the excellent technical and mechanical provisions contained in the law itself. Obviously, the law as it stands is unfulfilled without loving, creative efforts to en flesh its structure.

What are the practical results of permitting our communication on the subject of educating handicapped children to remain on this defensive level? In my experience, I believe it:

- 1) Produces permanently eroded trust levels, which in turn prevent an honest sharing of observations, facts and opinions, because desirable honest sharing must take place in a secure atmosphere when both critical and encouraging observations can be taken seriously. Even if a permanent bridge has not or cannot be built, parties must at least sense good intentions in the other;

- 2) Further encourages hasty, knee-jerk reactions based upon the "inflammatory banner" elements of an issue, causing a proportional retreat

from steady, clear-headed consideration of the real basic issues and delicate sub-topics;

3) Causes a serious waste of both money and human resources as colossal amounts of time and energy are expended meticulously, self-righteously, maybe fanatically pursuing red herrings at every level of bureaucracy, drawing still more people into the exercise. Ironically, time is critically of the essence in educating handicapped children, so that a delay even of months in constructing an appropriate program will be at the expense of reduced functioning for the child;

4) Feeds the hostility circuit over time, when what is needed is a circuit-breaker that will give an unselfish perspective to all parties in the name of their common goal--the children's needs;

5) Creates a haughty intolerance of human error, building such cases around even isolated events that forgiveness is cast as unreal, old-fashioned and not to be either expected or requested;

6) Creates the perfect breeding ground for partisan state and local political pressures, which polarize still further, for even less pertinent reasons. Such inappropriate intervention cannot get a toehold where the present interactions of the parties are based in respect and reality;

7) Elevates emotional power plays to a controlling position, while degrading the intelligent use of the will and self-control in decision-making. This chips away at the character and self-respect of the parties themselves;

8) Promotes a destructive form of pride in persons who then:

- a. ridicule attempts at openness and humility;
- b. refuse to listen attentively;
- c. engage in frequent generalizations;
- d. are careless about documenting statements;

- e. use haste or busyness as an excuse for inaccuracy;
- f. attempt to threaten others with whatever power he/she possesses, though often in veiled ways;
- g. appear to be unable to conciliate or negotiate, or, if able, demand unreasonable terms amount to no conciliation;
- h. may wish to avoid criticism and maintain outwardly regular appearances, thus is forced to wield power in presumably unnoticed, deceptive or sly ways;
- i. can justify lies to achieve a desired end.

Certainly not all of these elements appear in every interaction, but all contribute in varying degrees to an untrusting polarization of forces in a time and place where trust and solidarity are crucially needed. It must be clearly emphasized, too, that all parties--whatever they perceive their "side" to be--are susceptible to the proud defensive posture that has wrecked and made nerve-wracking our efforts at communication in the past. As mentioned, it is that interior posture which I believe is the real basis for troublesome political influences and other psychological barriers to access which continue to be raised.

At one time it was popular to cast school personnel in the role of arch-villains who stingily refused to educate handicapped children because it was too much bother; the current backlash is against greedy parents who demand Transbuses, \$20,000 worth of therapy a year, and private out-of-state placements at county expense. My own profession was seen as a bunch of cold opportunists who lined their pockets with parents' hard-earned money while threatening school administrators with injunctions and lawsuits if they failed to capitulate totally. Let us begin by acknowledging that some persons in every category did and do fill the bill perfectly, and then some. Finish. But from this point, will any thinking person dare to permit these caricatures to blind him or her to the realities of school personnel who

must balance budgets, parents who want an education for their children, and advocates who must represent clients to their best ability?

The process of disabusing ourselves of pet prejudices, bolstered as they always are by plenty of willing extremists all around us, is a leap into self-exploration. If it is a sincere leap, there can be no return, at least not to the old smug notions. I believe that point will be the beginning of the hope of access for handicapped persons.

Diversity: A Resource for Staff Development

Phyllis Shutt, Metropolitan Public Schools

I have chosen to focus this "working paper", if it can be so called, not on "access to equity" per se but rather on an element which permeates any comprehensive administrative staff development effort which addresses a concern that impacts the total school system. The SAGE Project continues to be this type of effort as administrators throughout the Metro Nashville School System are involved in training experiences aimed at the effective implementation of PL 94-142, the effective delivery of instructional services to exceptional children.

From the inception, early design, and continued planning and implementation of SAGE there was an acute awareness of a tremendous array of widely diverse resources throughout the school system. The success of the entire effort was dependent upon the degree to which these resources could be brought to bear upon the problem at hand. Would such diversity be a positive or negative force in the staff development effort? How skilled would be the planners and implementers in dealing with this pervasive element? Was it really a significant factor?

Rather than delineating the specific activities of the Metro Nashville SAGE Project in a "share and tell" fashion in terms of "what we did", I have chosen to share my perceptions of the impact of a kind of diversity which was at times awesome.

Diversity becomes a resource for staff development only when it is so perceived and acted upon in such a manner as to make it so. The organizational context of a large urban school system teems with a multitude of very diverse elements. As a result, professional personnel are constantly regrouping, refocusing, and restructuring into numerous constellations which may

serve either formal or informal purposes. This phenomenon in its totality may scarcely be recognized by those persons involved in the constant movement, or may be taken for granted with very little significance attached.

An organizational chart provides only a very elementary basis for looking at a working organization, but it may give some important clues as to built-in potential for various types of both formal and informal working arrangements/alliances. There is no way for an inanimate design which indicates an array of line and staff positions to reflect the kind of diversity which exists among the administrators who "people" such a chart.

In no way can it reflect the diversity in perceptions, attitudes, values, potential, experiences, priorities, and self-needs of the people involved. Such diversity is the life blood of an organization and most critical to its effective operation. There need to be skillfully designed strategies which can meld these differences into a design for goal attainment without the expectation of conformity.

Agreed, this concept is not particularly profound and certainly not new to the educational scene. However, the verbal espousals or endorsements of the significance of its implications may be far more plentiful than the incidents of practical application.

There may be on the part of some of the persons charged with the responsibility of moving the organization ahead toward common goals an attitude of complacency, indifference, or even non-acceptance of these particular diverse factors. The assuming of this position by those who have major responsibility for leadership can result in consequences which can impede progress for the total system.

The organizational structure/context of a school system may provide a fertile field for fragmented rather than total effort. There can exist an arena within which both formal and informal power groups may emerge, and within which diversity may be reflected in a wide variety

of goals rather than in a variety of approaches to common goals. Communication throughout the system can become garbled. Roles and functions of personnel may lack clarity and definition. Decisions may be difficult to come by.

While school systems which are organized with some emphasis on decentralization may be perceived as having some built-in ease for the above conditions, no organizational structure as such is immune. Leadership skills make the difference.

In instances where there is a total system concern/problem (e.g., PL 94 - 142), the need to bring together administrative personnel in a concerted staff development effort toward resolution may evoke a variety of responses from the persons involved. There can be a degree of trauma for those individuals who put low priority on openness of operation in their areas of responsibility. For some individuals, the inclusion of persons with varying roles and functions and more significantly varying perceptions of and attitudes toward a problem, can be very threatening.

Perhaps, on the part of some leadership personnel, there may even be a feeling of erosion of power or a reduction of role status. On the other hand, there are those who welcome the chance to reach out for additional resources and support groups which can make a significant contribution toward problem solution or goal attainment.

The above general statements are not for the purpose of any indictment or endorsement of any person who makes any particular response. Rather, they serve to illustrate one facet, of which there are many, of the educational context in which administrative staff development must take place.

The reader may have concluded by this point that the concept of diversity being a resource for staff development (only if there exists the strategies and skills to make it so) is a will-o'-the-wisp and too elusive for serious consideration. Admittedly, this is an attempt to describe a phenomenon which cannot be ordered into a neat pattern of easily recognized tangible components.

However, its elusive and ambiguous nature does not diminish the reality of its impact upon any major staff development effort which involves personnel from throughout the total school system/organization.

If there is to be access to equity, and if compliance to PL 94-142 is to go beyond technical compliance in a large urban school system, the diverse factors which have been alluded to in this paper must be dealt with by skillful design.

Should the significance of this concept be accepted, a number of questions arise, some of which are (1) What are known strategies for analyzing the educational context within which organizational movement toward a total system goal takes place? (2) How can research aid in identifying and evaluating the intangible forces which become either facilitators or inhibitors in such an effort? (3) What are the essential ingredients which must be included in a design for bringing together these diverse elements in concerted effort toward problem solution or the attainment of a common goal? (4) How can we legitimize the sharing of resources?

There is a great challenge in attempting to make these diverse forces work for us. One very possible consequence (facetious?) of being unable to bring this about is that "diversity" can become "adversity" which is very succinctly defined as a "calamitous or disastrous experience." Such an attempt involves some risk on the part of those responsible for this accomplishment since there is yet to be designed a blueprint which will insure success.

So that the reader may have a point of reference or a context for relating any reactions to the observations made this paper, a brief summary of the major focus, purpose and anticipated outcomes of the SAGE Project follow:

The SAGE Project was designed to involve both special and general education administrators and leadership personnel in a series of integrative staff development efforts, the focus of which was on the effective delivery of instructional services to exceptional children. A major anticipated

outcome of the Metro Nashville component from the beginning has been an established process which the building administrator can use with his/her local staff in helping to bring about more effective instructional services for all children, with emphasis on the exceptional child.

The purpose of the project activities has been to make the implementation of PL 94-142 work for the school system - a positive approach. This has included (1) determining the specific implications of the law for the Metro Nashville School System (2) A reexamination/clarification of the roles and functions of personnel (both special and general education) who make the delivery possible, and (3) the creation of common understandings among special and general education personnel in relation to instructional needs of exceptional children, and resources available to the system in order to design and implement staff development plans for all instructional personnel.

Only a brief summary of SAGE activities seems germane to this paper. In formulating the purpose of the project, the locus of impact was identified—the building principal. Throughout the three years of implementation the role and function of the principal occupied center stage. At each step of the staff development model which evolved, the principal was in focus.

The progression began with a small pilot group including principals representing all grade levels; all special education leadership personnel; representatives of general education leadership personnel from across the system. From this point, the model progressed to the inclusion at various steps of other personnel significant to the process such as assistant principals, guidance personnel, psychologists, subject area coordinators, and directors. Top leadership (Director of Schools, Deputy Superintendent, District Superintendents, Assistant Superintendents) have displayed their commitment by active participation.

Following the inclusion at different stages of the model of a very heterogeneous group of leadership personnel who were involved in numerous tasks working toward the project goal, the

local school and its specific needs was brought into sharp focus. The phase of the project now in process is the design and implementation for each local school a School-Based Resource Team comprised of the principal, assistant principal, guidance counselor, psychologist, one special education teacher, and two general education teachers. Teacher input and participation is a critical factor in attaining the goal of a project of this kind.

All special education leadership personnel have actively participated in the planning and implementation of the entire effort from its inception.

As a result of the three year involvement in the SAGE Project, there has evolved a model for administrative/leadership staff development which may be one alternative approach to making diversity a plus for progress. There is reason to believe that this model has merit for dealing with other critical concerns which have total system impact.

THE IMPORTANCE OF HUMAN VARIANCE
IN THE LEAST RESTRICTIVE ENVIRONMENTS

352

S. Phyllis Stearner, Ph.D.

The importance of diversity is well illustrated in the survival of many species of animals and plants living today. Complex mechanisms have evolved to insure genetic diversity and so perpetuate the variance within individual species, including the human species. Yet society emphasizes the "norm" and educators teach for the average student, with too little creative flexibility in the system to accommodate those at the extremes of the range. Teaching for the norm is the simplest approach and is commonly employed by those teachers who lack the vision and imagination to address the unique needs of students with some handicapping condition. Instead of stereotyped ideas of what one who has some physical limitation cannot do, there must be recognition of individual capabilities. Statistical constructs and categorical labeling result in educational systems that fail to adjust to individual needs.

The reluctance to recognize the individual capabilities of those of us with some physical limitations stems in part from what have been termed attitudinal barriers. The result is a failure to accept those who are perceived to be different in some way. Society does not fully understand the kinds of limitations involved in the various handicapping conditions. Out of this lack of understanding has grown misconceptions, prejudices, and stereotyped ideas of abilities and disabilities. In large part the segregation to which the handicapped have been subjected, both as students and later as adults attempting to find employment and a useful role in society, has served to fix and to potentiate these mistaken ideas. But, as has been said, "society achieves the kind of excellence it values." Historically, the records show that little indeed has been expected from those who have some obvious handicap. This attitude is used to justify society's failure to provide essential opportunities to those who are different in some way or another, and so creates

situations that perpetuate the handicapping condition. So many aspects of the problems facing handicapped children, and handicapped adults as well, have their counterparts in the problems of racial and ethnic minorities, and of women, in our society.

If segregation tends to fix and to potentiate stereotyped ideas of what the handicapped can and cannot do, then it is appropriate that one of the first approaches to the problem should be the "integration" of handicapped and non-handicapped students in an educational experience that represents the least restrictive alternative. If we can raise a generation that accepts those of us who are different - accepts us strictly on the basis of what we can do and can think - then we will have come a long way toward equality of opportunity. To put it in the simplest terms, there is need for "integration" in order to fully educate the non-handicapped as well as the handicapped.

Much has been said, e.g. in connection with Section 504 of the Rehabilitation Act, about the role of architectural barriers in limiting the participation of the handicapped in all aspects of our society. Even more important, however, is the role of attitudinal barriers - social and psychological ideologies. Handicapped persons know from experience the problems encountered in attempts to achieve equal opportunities within our educational and social structures. They want to move ahead to accomplish the task, to act to fulfill their need for equal opportunities. But resistance to change is a common trait of organizations, including educational systems. So the non-handicapped leaders of organizations stress the need for reason and schedule more conferences to discuss questions such as "How are these needs to be approached?" But we know from successful experiences in mainstreaming that we need to deal with persons (people problems) rather than theoretical constructs, in order to get on with the immediate problem, the critical need to provide quality education to the handicapped child. Novel approaches by innovative educators can be expected to most successfully meet the needs of persons with individual differences. Numerical scores derived from rigid testing procedures frequently

fail to provide meaningful guidelines for appropriate educational plans; what is needed are descriptive evaluations of individual abilities that can accommodate the entire spectrum that exists within the human species.

"There is no limit to the resources of the human mind, but no resource is of value unless it is put to use..." This statement was made recently in reference to problems of equal opportunities for women, but it can also be applied to problems of the handicapped. In order for the human mind to achieve its maximum potential, it must have had opportunities for fullest development and then be given a chance to express itself. These factors are all too frequently denied to the mentally alert, but physically handicapped person. Evaluations of what he/she can do are made by the non-handicapped who do not understand the handicapping condition and what adaptations are possible. As a result there is little chance for employment and a full and meaningful life as a productive member of society. As a child born with cerebral palsy, I have encountered many road blocks along the way during my efforts to obtain an adequate education to become a research scientist, and then in seeking employment.

I had little guidance to direct me toward my career goal. I was not mainstreamed, but had private tutors and attended special schools until I reached college. Most important was the support from my mother, who provided a wide variety of experiences in my early years. Then, later, it was she who gave constant encouragement in my academic efforts in college. I believe a stubborn determination was the driving force in my life, but lack of counseling was undoubtedly important also. In my early years I never learned that handicapped children, especially those with a developmental disability such as cerebral palsy, do not grow up to be scientists. So I went on my stubborn and determined way, and eventually succeeded.

The problems associated with education of the non-retarded but physically handicapped child involve adjustments to the various physical disabilities, but there are no special differences in learning. A variety of physical or manual adaptations may be needed that will require innovations on the part of teachers, but this is not so difficult when the primary focus is on what the child can do rather than on what he cannot do. Most important are stereotyped misconceptions, for there are few real differences between the physically handicapped and the non-handicapped with respect to education. The unit of concern is the individual child, as is the intent of P.L. 94-142. But education must involve integration of handicapped and non-handicapped as well as integration on the basis of sex and race. There can be no meaningful equality of life experiences based on separation; only by experiential relationships among all groups of people can we truly come to know one another and so attain equal educational opportunities.

The most important element in achieving the least restrictive education of the handicapped child is development of a cadre of teachers who understand the nature of handicapping conditions, who are sensitive and innovative, and who have initiative to adapt to the few special needs. The practice of teacher training in the field by practicing teachers can be especially effective. Of course this requires a class that contains handicapped students! This method has a high probability of success, for teachers are more willing to try by themselves what they know their peers have done successfully. In this connection, effective use can be made of a resource group of handicapped persons, such as is listed in a recently published directory of handicapped scientists¹, who can serve as role models and aid teachers in adapting lesson plans. Since it appears that "teachers teach in the way they were taught," it is necessary to emphasize the teaching of handicapped children in connection with the preparation of regular teachers, not only those teachers involved in special education.

¹Owens, J.A., Redden, M. R., and Brown, J. W., 1978. Resource Directory of Handicapped Scientists. American Association for the Advancement of Science Publication 78-13, Washington, D.C. 20036.

While society tends to emphasize the limitations imposed by the handicapping condition, the handicapped themselves view their disabilities as important only in connection with one or a few of the usual daily life activities. In all other activities the handicap is not a factor. As a result the disabled frequently ignore their handicap until they encounter a barrier created by the non-disabled society. The question of why society fails to provide for the basic needs of the physically handicapped - e.g. an accessible environment and transportation system, as well as the right to equal educational opportunities and employment - seems to have no ready answer. Perhaps our society is unable to distinguish between different and inferior.¹ This speculation does have foundation in reality, for I who am in a wheel chair am routinely treated by flight attendants, shop keepers, waitresses, and even some of my scientific colleagues as if I were incompetent to answer a simple question for myself. Common questions are directed to my companion who is assisting me. While I readily admit to an average level of paranoia, I still find amusement in the look of surprise by a visitor to my office when I respond to his/her question of where he/she can find Dr. Stearner.

The diversity provided by the resources of the handicapped members of our society can enhance the quality of life for all citizens. Yet the educational system is frequently not prepared to serve the "special student" who needs and deserves more than the limited educational opportunities provided by so many of the special educational programs. This Conference offered hopeful signs that at least some school districts are becoming aware of the deficiencies in their programs. They recognize that they are not adequately serving the "exceptional" student, that, for the most part, counselors are not only untrained but unaware of the abilities as well as the needs of physically handicapped, that teachers need greatly increased opportunities to interact with physically handicapped students who have a wide range of disabilities, and that advice and guidance must be sought from physically handicapped "role models."

¹ Bowe, Frank, 1978. Handicapping America: Barriers to Disabled People. Harper and Row, New York.

The input from successful handicapped persons who have made it in terms of a career as well as an education is essential to increase awareness and sensitivity of teachers as well as counselors. Such participation is also essential in providing role models for the handicapped students in the group, even if they are being mainstreamed. Some conference coordinators were clearly aware of the needs and indicated that they were anxious to involve handicapped persons in programs as well as planning., unfortunately showed little inclination to deviate from past practices of seeking guidance from "professional" educators.

Despite the persistent conservatism in some regions, I am encouraged. That a conference such as this was held, actually involving handicapped "consumers," was a breakthrough. In addition, some school districts are planning staff development programs for counselors and other appropriate staff, in which handicapped scientists and other professionals will participate. Involvement of handicapped scientists in planning sessions on educational programs for handicapped students have even been suggested.

The full and meaningful education of each and every physically handicapped child, including options to participate in all programs leading to professional careers, must become a reality. Not only is this the law under P.L. 94-142, but it is a fundamental civil right. It is also in the best interests of all of society, despite the fact that this is seldom mentioned and even less frequently appreciated by our "cost conscious" tax payers. Education and rehabilitation pays many times the amount that it costs. Disabled persons who are educated and employed become tax-paying members of society instead of recipients of public aid. In the wealth of their diversity they can become valuable contributors to the cultural and economic wealth of our nation. Do we need a stronger argument for education in the least restrictive environment?

One example of professional success which has been achieved by a physically handicapped person is provided by Herbert Hoffman. He now holds a position of Physicist with the U. S. Weather Service and typifies an extreme of the variance that exists within the human species. In the attached article Mr. Hoffman presents his perspectives on education and employment of the handicapped person.

The Price of Being Born Disabled

Herbert Hoffman

Mr. Herbert Hoffman first presented *The Price of Being Born Disabled* in April of this year at the 1978 Science Education For Handicapped Students conference in Washington, D.C. Mr. Hoffman currently serves as the Chairperson of the Equal Employment Opportunity and Science Committee and Chairperson of the ad hoc Committee to Investigate and Accumulate Information on Careers of the Handicapped in Science of the Foundation for Science and the Handicapped. He also serves as the Secretary-Treasurer of the IDDAA Board of Directors.

Mr. Hoffman is a 1973 graduate in the field of earth sciences from the Carbondale campus of Southern Illinois University. He is now completing requirements for a M.A. in earth sciences from Northern Illinois University. In 1977, Hoffman was honored as an Outstanding Handicapped Federal Employee. He is presently a meteorological technician at the National Weather Service in Chicago. He prepares monthly storm surveys for Illinois, as well as weekly and monthly crop reports. He is currently involved in a Great Lakes temperature forecast study. Hoffman does all this with the aid of a self-correcting typewriter which he operates with the toes of his left foot. Cerebral palsy has deprived him of the use of his arms and legs.

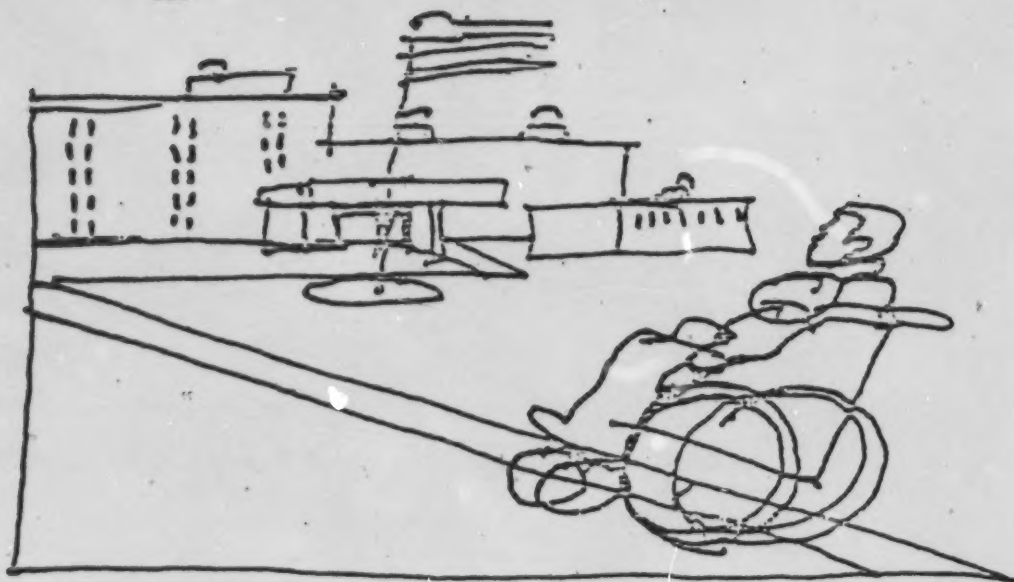
When one is born with a disability severe enough, society shoves him into educational and social programs which separate him from *normal* persons. Throughout his school years, he is to learn from other disabled students. Teachers that enter into special education programs do not have an opportunity to interact with the physically handicapped until they are hired by a school. There is a lack of understanding of how to make disabled students perform at the highest level possible and teachers are encouraged to design courses to fit the limitations of physical handicaps. This makes the student fall further and further behind *normal* peers. Since higher education and employment are still hard to obtain, teachers will often let studies decline to a level they think their physically handicapped students can attain. Parents of the severely disabled generally agree with the professionals for two basic reasons: 1) they lack confidence that their child will someday become a useful part of society. 2) They feel sorry for the child and do not want to see him study so hard when he could be enjoying the outdoors or doing his physical therapy.

Most sociologists agree that children learn mainly from their parents and peers. Most parents of handicapped children do not give their child the encouragement that he needs to overcome his fears of becoming useless. Teachers and peers do not encourage because they are unable to see many successful handicapped people. Perhaps this is why handicapped persons who develop drive and won't take "no" for an answer are the only ones that beat the system and go on to make something of their lives. However, these persons are often labeled by teachers, parents, and rehabilitation specialists as special; thus putting them above the other students. Most of the other students do not feel they will ever be special and, therefore, are not encouraged by those few special persons.

Teachers who are handicapped themselves make the greatest contribution to disabled students. If they are lucky enough to teach in a school that has both normal and handicapped students, the contribution is even greater. These teachers can teach handicapped students from the vantage of their own experiences, and often make the student work twice as hard as normal teachers do. They know he will have to be twice as knowledgeable as a normal child. The handicapped teacher will imprint on the minds of the normal students that the disabled are the same as anyone else except that they are physically limited. When these students grow up and find employment, they will exhibit understanding towards the physically handicapped and will perhaps attempt to change attitudes toward the disabled. In the long run, I feel it will be attitudes that will have to be changed if the physically handicapped are going to be able to live a life that is as normal and fruitful as possible. It should be remembered that the mind is the most important part of the body, and the physical part can be handled by a robot.

The three teachers who have had the greatest impact upon my career as well as my life were all handicapped. The first was an elementary school teacher in an all handicapped school. She understood that I could contribute more if I was allowed to type with my foot in class (the other teachers wanted me to do all my typing at home). The other two teachers were a high school English and a high school science teacher. My English teacher contracted polio rather late in life, and besides being very good, she taught us that our physical limitations did not mean we could not be useful.

She taught us the power of letter writing in obtaining what we wanted out of life. Later I used this



method to finance my education through the Division of Vocational Rehabilitation and to find employment. When she was asked to retire because her teaching was not what the school wanted, I received my first look at what society can do if they didn't like someone. This could happen today - or could it?

Since I was always interested in science, I guess I worked rather hard at it, and even though I could not use my hands for lab experience, I watched my fellow students. Sometimes I was able to tell them how to conduct an experiment. My science teacher, who was handicapped, understood this concept the best: it is more important for a scientist to know how and why an experiment is done rather than to physically go through the motions which a robot can do. This teacher encouraged me to enter science fairs and spent long hours with me going over the science papers I had written. I became the first handicapped student to attend both a city-wide and state-wide Science Fair, but I lacked the approval of the school principal. Since my speech defect made it difficult for people to understand me, I found a fellow student to talk for me. Many hours were spent training him about my project and what to say.

I feel a new dawn is breaking for the handicapped with the implementation of Section 504 of the Rehabilitation Act and with Public Law 94-142, the Education of All Handicapped Children Act, regarding the teaching of the disabled. The handicapped are no longer required to attend all handicapped schools, but can attend a school in their own district, so they will be among normal students from their own neighborhoods (which will also improve social outlets). This should solve some of the isolation problems that many disabled persons (including myself) face. There is, however a danger that the

schools will not follow the intent of the law. For example, schools could make only a few classes barrier-free and hire a few special education teachers who will develop programs especially for the handicapped. These programs will take the disabled out of the classroom, thereby increasing the isolation problem. If science teachers are allowed to substitute non-laboratory classes (which HEW allows if cause can be shown), lab sciences are likely to be eliminated because modifications will prove time-consuming. Some science teachers and department administrators might not like the idea of having severely handicapped students in their lab classes where physical limitations may prevent them from carrying out some experiments. It is up to the handicapped scientists to encourage teachers and handicapped students and to aid in the development of modified courses so that maximum education is possible. We should give our knowledge freely to those who want it and those that do not want it.

Once we educate the handicapped persons in science, we have to see to it that science will give them employment opportunities. We are asking that society pay for the education of the handicapped in science and we have to answer to society if the graduate is unable to find employment. We must be willing to act as role models and resource persons keeping in mind that the disabled person might only have one chance at employment. The disabled find it difficult to pump gas or wait on tables while they are waiting for the right job to come along. Because education has allowed them to know what it is like to be as independent as possible, severe depression will overcome the student if he has to return home where he is not useful. Suicide is often thought of, and depending on the drive of the person, can lead to a deadly end. Employment must follow education.

The OPEN DOOR Through Section 504

John Waller, New Jersey State Department of Education

Blacks and women must now take a backseat to the handicapped. Section 504, of the Rehabilitation Act of 1973 and its implementing regulations has become the declaration of independence for more than 36 million handicapped individuals.

"No otherwise qualified handicapped individual in the United States.... shall solely by reason of his/her handicap, be excluded from the participation in, be denied the benefits of, or be subjected to discrimination under any program or activity receiving federal financial assistance.

Section 504 is unlike Title VI, the Civil Rights Act of 1964 and Title IX, The Educational Amendments Act where the premise is that there are no inherent differences of inequalities between the general public and the persons protected by the statutes and, therefore, there should be no differential treatment in the administration of federal programs. The concept of Section 504, on the other hand, is far more complex. Handicapped persons may require different treatment in order to be afforded equal access to federally assisted programs and activities, and identical treatment may, in fact, constitute discrimination. Thus, we wait now for the next major civil rights battle. In fact it has already begun.

-The Boy Scouts of America are just recovering from the impact of denying an eagle scout badge to the handicapped.

-The Manhattan Road Runners Club must now allow the wheelchair runners to run alongside thousands of runners on legs.

-In Cincinnati, blind workers making 58 cents to \$1.49 an hour organized a teamsters union local to fight for a living wage, and similar actions are going on in other cities.

- In Pennsylvania a 180 day school year limit has been ruled by the courts to be incongruent with a free and appropriate education for the handicapped.
- In San Francisco, some folks either on crutches or wheelchairs block rush hour traffic to demonstrate the need for special buses.
- In New York, the owner of a restaurant paid, blind Ms. Valerie Howell, \$50.00, apologized and invited her and her dog to come back after his initial denial.

These are but a few skirmishes suggestive of a larger battle in what appears to be a revolution of the militant handicapped. This new militancy directly challenges old attitudes and organizations with an unprecedented ferocity. The handicapped seem to be saying:

"We hold these truths to be self evident, that all men are created equal, that they are endowed by their creator with certain unalienable rights, that among these are Life, Liberty, and the pursuit of happiness.- That to secure these, Governments are instituted among Men, deriving their just powers from the consent of the governed. That whenever any form of government becomes destructive of these ends, it is the right of the people to alter it.....as to them shall seem most likely to effect their safety and happiness... and accordingly all experience hath shown, that mankind are more disposed to suffer, while evils are sufferable, than to right themselves by abolishing the forms to which they are accustomed."

Declaration of Independence
1776

In other words: We will no longer let you treat us as poster people to be pitied, loved, paid for and then shunted out of sight.

Where most civil rights legislation has required the public to open their minds, Section 504 require that the mind and the door be open.

Since its inception, 504 has had a rough road to travel. Senators Humphrey of Minnesota and Percey of Illinois followed the lead of Representative Vanick of Ohio introduced in 72 the language that now appears as Section 504.

Senator Humphrey's remarks at that time are worth examining:

"I introduce a bill to ensure equal opportunities for the handicapped by prohibiting needless discrimination in programs receiving federal financial assistance. The time has come when we can no longer tolerate the invisibility of the handicapped in America. These are people who can and must be helped to help themselves."

And so the rough trip began. President Nixon vetoed the legislation twice. A concerted drive to overturn the veto was mounted in the Congress but fell seven short of the required two thirds majority. Finally President Nixon signed a version which scaled down monetary appropriations to rehabilitations agencies.

It is interesting to note that Title V, in general, and Section 504, in particular, were not a part of the national debate on the Rehabilitation Act. President Nixon had characterized as "....a congressional spending spree...." which would "dip into the pockets of millions of men and women...." and "cruelly raise hopes of the handicapped in a way that we would never responsibly hope to fulfill."

Thus, the primary questions at that time, as it is now, were monetary and not conceptual.

President Ford vetoed the Rehabilitation Amendments of 1974, which included changes affecting Section 504. President Ford characterized the amendments as an ".... attempt to administer by legislation", however, the Congress overrode his veto by votes of 398 to seven in the House and 90 to one in the Senate. Section 504 had no real force without implementing regulations and in 1975 agitation for these became intense. The Action League for Physically Handicapped Adults (ALPHA), petitioned HEW to issue a regulation promptly. Consequently, a suit was filed and just three days

before the ruling in Cherry v. Mathews HEW was ordered to promulgate regulations "without delay". After much delay and when the Carter Administration entered office on January 20, 1977, the Section 504 regulation still had not been implemented.

In March, the new HEW Secretary, Joseph A. Califano, Jr., announced his intention to have a full intradepartmental review of the proposed regulations. Dismayed, handicapped persons protested by occupying the Washington offices of HEW for 28 hours and the San Francisco offices for 22 days. Demonstrators used hunger strike techniques. Bowing to the pressure, Secretary Califano signed the final regulation on April 28, 1977.

The first battle, thus won, has been joined by another between the handicapped and the so called "Normal" among us and it is mainly over money. As a result, 28 federal agencies are writing regulations - often conflicting - requiring public agencies to spend money for amenities like:

- Access to subways, buses and trains
- ramps to public buildings
- wide doors
- Braille numbers on offices and phones
- hearing aids for public telephones
- subtitles on TV shows
- teletype writers and sign language interpreters for the deaf

Armed with this new law and this new spirit the handicapped are demanding full equality in education, employment, housing, transportation and everything else - all to the considerable dismay of public officials trying to stretch the shrinking tax dollar.

The open door through Section 504 leads to the passage between sympathy and equality. For the handicapped is making us all realize that they can't

have it both ways....being pathetic one moment and independent the next.

The snowbally sophistication of the nation's handicapped as evidenced in the streets, the courts, and the voting booths is attracting the concerns of other civil rights movers. Blacks, for example, have nearly twice as high a disability rate as whites. Some 44% of totally disabled people have only elementary school education or less; one third have high school education or less and only 9% have any college.

Socio economically, totally disabled persons spend three times as much money for medical care as the non-disabled, but earn only half as much. The average income of a married totally disabled person is about \$6,000; for the unmarried, \$1,600 including benefits, annuities, insurance and medical payments and salaries.

It is primary the closed door with the closed mind that has forced larger numbers of handicapped out of the labor market. Three fourths of all men and nine-tenths of all women who were judged totally disabled are out of the labor force. Many of them are on Social Security, supplemental income, welfare or other programs. And this is, perhaps, why accessibility doesn't cost - it pays. Secretary Califano and Brock believe that "Congress is on our side" yet one recent survey supported the removal of barriers. Who is closing the door the people or the politicians?

Beyond votes and jobs and buses with ramps, the biggest door to open is public attitude. Public attitude toward the blind, the lame and the deaf usually range from patronizing to paternalistic, all of them humiliating. Thus, the handicapped no longer want sympathy but equality and chose not to be pathelic but independent.

All signs point to independence as we have noticed from the blacks and the women, a few militants can change things for all of us.

I hear someone saying in my mind's ear: "America, as a result of the Open Door Through Section 504, we hold these truths to be self evident, that all men are created equal that they are endowed by their creator with certain unalienable rights that among these are life, liberty and the pursuit of happiness."

Equal Access: Applied Policy and Assessment

We are in the midst of a difficult and challenging period in public education. In one sense schools are undergoing the ultimate test--whether or to what degree they can be meaningfully responsive to cultural heterogeneity and individual differences. The test is severe because we have allowed social-educational problems to accumulate until their consequences have become so serious we can no longer ignore them. Many of these problems relate directly to issues of equal access -- or its variants, equal educational opportunity and least restricted environment.

Equal access to educational resources is a fundamental value in a democratic, pluralistic society but until recently it has served best the interests of white, middle class Americans. With the Brown v. Topeka Supreme Court decision of 1954 the federal government embarked on what has become a continuing process of redefining, expanding, and evaluating the role of equal access in the schooling experience of all children and youth. The process has evolved through legislation, court decisions, administrative agency guidelines, special program funding and the policies and practices of individual schools and school districts. While court decisions continue to elaborate on the parameters and requirements of equal access, the current focus is on the nature and efficacy of the remedial programs themselves. It is a focus made more pressing by increasing public disillusionment about program achievements thus far--and by the inconclusive results of program evaluative research.

It is not surprising that we fall short; we ask so much. The value system of public education levies an ambitious schedule of expectations on schools and teachers. They are to address and deal effectively with individual, social, civic, and economic requirements and consequences of becoming and being an adult in our society. The problem is this value system (or ideology) often bears little relationship to the persistent patterns of behavior functional to school routine. To speak of discrepancies between reality and ideality may be simply to make a commonplace observation about imperfectly realized goals—a condition that characterizes most, if not all, professions and institutions. But although the disparity between reality and ideality is not peculiar to schooling it is comparatively more acute and complex because of the central, culture-affirming role schools and teachers perform. Margaret Mead's analogy is instructive (1949:437-440). There is a workable, productive length between horses and wagon. The "system" doesn't work if the tongue is too short or too long. The same holds for the relationship of behavior to values in a social system. Values should ask neither too little nor too much of a people. I make the point not to be pessimistic but to emphasize that with equal access we should understand that we have to reconcile shortcomings as we seek success.

There is another factor that affects the perception and reality of accomplishment in equal access. It has to do with our disposition in education to make the complex simple — to fashion hasty and simplistic solutions to what are immensely complex phenomena. For example, value commitment (equal access) is translated via judicial and legislative mandate into action program (applied policy) and subsequently evaluated

(assessment). This process constitutes a unidimensional, narrowly conceived social reform model. It is one which does not account for the complexities of schooling and the kinds of additive processes which legislative mandate and policy implementation produce. Consider excerpts from the report of a conference colleague (Marshall, 1979). She identifies problems relating to education of the handicapped:

1. Facilitating cooperative ventures and/or inter-agency agreements for appropriate educational placements of handicapped students.
2. Designing a communication network to include parents, teachers, administrators, citizens and politicians in a tri-ethnic community.
3. Communicating due process procedures for implementation.
4. Coping with issues relating to communicating with students and parents in the primary language and according to cultural and intra-cultural understandings and expectancy levels.
5. Sorting out the parallels between racial integration and issues relating to the education of the handicapped such as the possibility that the latter leads to legalized tracking of minority pupils.
6. Dealing with administrators' changing pupil placement for scheduling convenience.

The list goes on and on. The point I wish to make is that the unidimensional social reform model I referred to needs elaboration in at least two fundamental respects which, from an anthropological perspective, I identify as context and interaction. We know from the study of cultures that values and value systems are dynamic and that they are subject to both modification and distortion in the behavior of individuals and groups, especially within organizational and institutional settings. Hence applied policy or action programs and their assessment need to take into account the characteristics of institutions in which reform is mandated. If our concern is equal access we need to ask not only to what degree participants are denied

equal access but also in what ways equal access is affected by basic roles and required processes -- and in turn affects changes in role expectations and institutional commitments. Hence both the institutional context and the interaction of its constituent parts are important considerations in the evolution of effective applied policy and in its assessment.

Participants in these settings can best understand context and interaction if they learn to view an institution, where reform is mandated, as both program setting and inquiry setting. That means that a "least restrictive environment" is not defined in mechanistic terms by administrative fiat but is an evolving product of on-going inquiry by faculty and staff into the academic and social needs of children.

References Cited

Marshall, Wylamerle

- 1979 Socio-Political and Legal Arena in the Implementation of P.L. 94-142 in a Large Urban School District. A paper presented at the conference, Critical and Contextual Inquiry into Exceptional Education and the Worlds of Work. Cincinnati, July 12-14, 1979.

Mead, Margaret

- 1949 Male and Female: A Study of the Sexes in a Changing World. New York: Morrow.

Governance and Control in Implementing
P.L. 94-142: Issues in Context

David K. Wiles
'SUNY' at Albany

This "working paper" may seem unconventional and even crass to some people but, hopefully, not personally offensive. It is written because this conference has a chance of being very important and worth the risk to be candid. Second, without the baggage that several other participants will carry to the conference, I have no direct investment in exceptional education. This working paper can be interpreted without the reader wondering how many articles and texts I can use to justify my statements - or the size of my school district - or the number of constituents in my union or interest group - or my particular type of handicap. My interpretation is both "outsider" and "political." It centers on the basic question: Why would a number of diverse types of people, judged to be among the best at what they do, gather for a conference in Kentucky in the middle of the summer 1979? I would guess the answer has little to do with either exclusive concern for the good of handicapped kids or unravelling the mysteries of Husserl or the Vienna Circle. It could be the majority of people are here because they sense that the old string of rationalistic governance and control (based upon positivistic assumptions) may run out in the early to mid 1980's. The potential of this conference being important is due to the fact that participants in attendance hold present resources to make things happen (or not happen) and the proven ability to "survive" in a changing world. A poker game analogy would be that most of the conference participants are "money players." They win

steadily in a normal game but, foremost, they know that the best hand in the world will not stand up to another's ability to change fundamental rules (or kick over the table). In those "unusual" situations, "winning" people are those capable of adapting to a new or radically altered situation. The actual importance of this two day conference will be based on how much participants center on the mechanics of learning new buzz words or the extent old adversaries engage in frothy debates to learn the capacities of each other. If either occurs we all should have stayed home.

The purpose of my working paper is to argue first that implementing PL-94-142 is only a particular marker in a larger stream of political events within education. Second, that the "layer cake" relationship of key political groups is too costly for the actual dynamics of implementing 94-142 legislation in the 1980's. Finally, to argue that the term "contextual evaluation" as it is tied to the actual problematics and particular meanings of "implementation" and "handicapped" holds the key to increasing strengths of all individuals at this conference.

I. The political relation of the phrase, "administering the implementation of PL 94-142" to actual practices in local schools often seems to have an analogous relationship to the technical arguments of Bradley vs. Milliken (1974) to the social intent of desegregation envisioned in Brown (1955). The growing gap between expression and politicized practice seems to reflect the entire educational sector as we enter the 1980's. The rhetoric surrounding the creation of a Department of Education does not resolve the impasse between the

unionized teachers and the traditional "academic community" interest group. The massive investments in the positivistic expressions of "planned intervention" have crashed against the findings of "partisian mutual adjustments." Those who survive by sensing fundamental change can read the political implications of "truth in testing" legislation (which challenges Educational Testing Service and other legitimizing giants) springing from the very state that has perpetuated the Regents Exam for decades. These same people understand that the California voucher initiative legislation which follows a Proposition 13 phenomena is much more than some philosophic Illich-type expression or some constrained federal experiment in "client choice."

Many people at this conference might see that the challenges to legitimacy of expertise, existing patterns of dollar and personnel allocation, and "who gives and gets" are with us right now. For someone who senses this shifting, the investment of effort to attend this conference is worth its potential payoff. If political understandings about the real meanings of "implementing PL 94-142" could be reached by the groups which various conferees represent this conference could establish the new "rules for play." Obviously, the easiest track is to do a shuffle act or heap cries of inflated ego on those who want to get serious. I would guess the investment to attend the conference itself will at least allow consideration of the more difficult path.

PL-94-142 could have the same political implications (depending how it is acted upon) as the (1) social mandate of desegregation, as the (2) coordination of federal delivery services (in and outside of the traditional "education sector") reflected in the issue of a

Department of Education, as the (3) legitimacy of testing in "client" placement or diagnosis and as the (4) fundamental shifts of basic allocations found in "state aid" challenges. Because of the 1980's, handicapped may not join the line of "special clients" who have been organizationally processed in the past 15 years; Blacks, women, American Indians, Chicanos and so forth. We may be entering an era when all subgroups are "special" and there is no traditional benchmarks such as compulsory attendance or state competency testing to reference the "normal." How will the existing political arrangements associated with education survive that kind of scenerio? Wonder if this "science fiction" became the actual meaning of public schooling - how would we and our present resource base fare?

II. The individuals at the conference represent various constituencies and claims for the resources to govern public education in the 1980's. Practicing administrators now control the governance structure of the organization. Union officials reference to the employment structure. Professors and consulting agencies provide indirect legitimacy and the traditional symbols of credibility. The governmental officials and professional bureaucrats "fuel the machine" to carry out legislative or court intent. The conventional way these groups have related to each other resembles of layer cake of political clout. The positivistic underpinnings of our present governance (especially "being neutral/objective" and engaging in "data aggregation" or finding the big picture) has created a static layering that is exactly backward from relating to activity and the actual context of educational processes. The "top layers" of present governance emphasize are

those groups or individuals which control the largest concentration of resources, the farthest away from actual practice, and can best maintain the image of being "unbiased." Thus, the present "poker" rules emphasize the governmental officials in federal and state agencies, the professors in the universities and the large scale consulting corporations. These are the people who "carry the most credibility" in discussing the impact or implementation of PL 94-142. On the other hand, the practicing administrators, teachers, union officials or (horror of horrors) the "clients" themselves represent the lower layers of "legitimacy" in control - because they are biased or their perspective is too limited.

If the positivistic tradition collapses in the 1980's the layer cake would reverse assuming the total system stayed together. A non-positivistic view of governance recognizes particularistic context, bias (the new interest in political economy resounds with phrases like "a perverse set of incentives") and decision meaning which is problemistic and situational. The audacity of judging "impact" at any level other than actual practice seems silly from this perspective. Centralization of governance or legitimacy which assumes some classic relation of data reduction-aggregation becomes laughable when compared to the realities of what is going on. Obviously, others have said all this before and were politely discounted. Others suffered a worse fate - eulogized to the level of abstraction where everyone could cite them but no one had to really listen. In the 1980's the inhabitants of layers with the best chance for nonpositivistic arguments would be the handicapped "clients", the practicing administrators

and teachers and the union officials. However, best chance does not automatically mean actual control in a nonpositivistic political world. The key test will boil down to decision contexts reflecting personal judgment about the following question: "Which is better, a series of snapshots arranged cross-sectionally or a series arranged longitudinally?" The inhabitants of the true "top layer" will know that type of question represents history and that the answer to a "snapshot" question relates to its particular nature and context of a picture. "Implementation of 94-142" will be a contextual question within a particular environment.

III. Obviously, contextual means much more than reversing the traditional layers of governance and control. In fact, those that try to adopt that positivistic strategy will probably "become what they hate" and follow the predictable pendulum of elite power dynamics. Contextual seems to be more related to a marble cake analogy of power which centers on the understanding of individuals - regardless of what layer now occupied. A handicapped person, professor, practicing administrator and federal bureaucrat could understand the governance implications of a contextual focus. None has a special talent or edge on understanding or not. If the diverse membership of this conference understood, they/we could do some collective planning for a nonpositivistic meaning of 94-142 implementation in public schools. For example, who has the best claim to understand an environmental context? Obviously, those of us not on the "firing line" have less claim to talk than those experiencing. In this conference practicing administrators were asked to write an interpretative nar-

rative based on the problematics which they experienced. While they may worry whether their narrative is "good enough or "legitimate", we who did not share the experience know that their effort to provide contextual information is better than that which could be generated from any other source. Certainly the "practitioner" and "client" provide the richest data about what concrete meaning(s) there might be to the words "implement" or "impact." We that inhabit the university or the state agency or another school district must rely on the interpretation of those that experience the phenomenon. We can ask clarifying or probing questions (in an extended - nonconference situation we could get into the action ourselves) but we cannot speak authoritatively about their problems. We cannot crank up some problem-solving process that will provide solutions or substitute data. It means a new role in governance for many of us who made reputations under the 1960-1970 assumptions.

Second, (and to end this working paper) this conference could engage in some collective consideration of how stable the "marble cake" has to be to be "politically acceptable" in the hard terms of winners and losers of the 1980's. At the extreme end, the mosaic of power would be shifting so much that it would be anarchy or resemble the "existential moment." the other end, the "marble cake" would mean that a cadre of insiders, representing all sectors of the education field, would replicate the present static layering with new symbolic trappings. In between the two extremes is what this conference could address in terms of practical issues of governance and control. For example, if the "client" becomes the predominant interpreter of

the context, are certain "handicaps" excluded? If the union has to adjust from predominant emphasis on the seniority criterion, what compensatory advice can protect the professional employment structure? If professors have to practice (not preach) "field based" what compensatory education must be gained? What is the "nature of evidence" and meaning of "study results" for federal or state agencies subsidizing some contextual evaluation of implementation? Each of the questions could allow this conference to appreciate the political meanings of context and positivistic tradition. We'll see.

FINANCIAL STATUS REPORT (Follow instructions on the back)				1. FEDERAL AGENCY AND ORGANIZATIONAL ELEMENT TO WHICH REPORT IS SUBMITTED Bureau of Education for the Handicapped United States Office of Education		2. FEDERAL GRANT OR OTHER IDENTIFYING NUMBER G007603111		OMB Approved No. 80-RO180	PAGE OF 1 1 PAGES	
3. RECIPIENT ORGANIZATION (Name and complete address, including ZIP code) University Council for Educational Administration 29 West Woodruff Avenue Columbus, Ohio 43210				4. EMPLOYER IDENTIFICATION NUMBER 1314443451A1		5. RECIPIENT ACCOUNT NUMBER OR IDENTIFYING NUMBER P.I.N. 79-54		6. FINAL REPORT ☒ YES ☐ NO		7. BASIS ☒ CASH ☐ ACCRUAL
				8. PROJECT/GRANT PERIOD (See instructions) FROM (Month, day, year) June 1, 1976		TO (Month, day, year) November 30, 1979		9. PERIOD COVERED BY THIS REPORT FROM (Month, day, year) June 1, 1976		TO (Month, day, year) November 30, 1979
10. STATUS OF FUNDS										
PROGRAMS/FUNCTIONS/ACTIVITIES ▶		(a)	(b)	(c)	(d)	(e)	(f)	TOTAL (g)		
a. Net outlays previously reported		\$ 0	\$	\$	\$	\$	\$	\$		
b. Total outlays this report period		350,000.00								
c. Less: Program income credits		0								
d. Net outlays this report period (Line b minus line c)		350,000.00								
e. Net outlays to date (Line a plus line d)		350,000.00								
f. Less: Non Federal share of outlays		0								
g. Total Federal share of outlays (Line e minus line f)		350,000.00								
h. Total unliquidated obligations		0								
i. Less: Non Federal share of unliquidated obligations shown on line h		0								
j. Federal share of unliquidated obligations		0								
k. Total Federal share of outlays and unliquidated obligations		350,000.00								
l. Total cumulative amount of Federal funds authorized		350,000.00								
m. Unobligated balance of Federal funds		0								
11. INDIRECT EXPENSE	n. TYPE OF RATE (Place "X" in appropriate box) ☐ PROVISIONAL ☐ PREDETERMINED ☐ FINAL ☒ FIXED			13. CERTIFICATION I certify to the best of my knowledge and belief that this report is correct and complete and that all outlays and unliquidated obligations are for the purposes set forth in the award documents.				SIGNATURE OF AUTHORIZED CERTIFYING OFFICIAL TYPED OR PRINTED NAME AND TITLE Jack A. Culbertson Executive Director		DATE REPORT SUBMITTED November 30, 1979 TELEPHONE (Area code, number and extension) (614) 422-2564
	o. RATE 8%		p. BASE 324,074.08							
12. REMARKS: Attach any explanations deemed necessary or information required by Federal sponsoring agency in compliance with governing legislation										

76V 103

STANDARD FORM 248 (7-74)
Prescribed by Office of Management and Budget
Cir. No. A-110

360

INSTRUCTIONS

Please type or print legibly. Items 1, 2, 3, 6, 7, 9, 10d, 10e, 10g, 10i, 10l, 11a, and 12 are self-explanatory, specific instructions for other items are as follows:

Item	Entry	Item	Entry
4	Enter the employer identification number assigned by the U.S. Internal Revenue Service or FICE (institution) code, if required by the Federal sponsoring agency.	10c	Enter the amount of all program income realized in this period that is required by the terms and conditions of the Federal award to be deducted from total project costs. For reports prepared on a cash basis, enter the amount of cash income received during the reporting period. For reports prepared on an accrual basis, enter the amount of income earned since the beginning of the reporting period. When the terms or conditions allow program income to be added to the total award, explain in remarks, the source, amount and disposition of the income.
5	This space is reserved for an account number or other identifying numbers that may be assigned by the recipient.	10d	Enter amount pertaining to the non-Federal share of program outlays included in the amount on line e.
6	Enter the month, day, and year of the beginning and ending of this project period. For formula grants that are not awarded on a project basis, show the grant period.	10h	Enter total amount of unliquidated obligations for this project or program, including unliquidated obligations to subgrantees and contractors. Unliquidated obligations are: Cash basis—obligations incurred but not paid; Accrued expenditure basis—obligations incurred but for which an outlay has not been recorded. Do not include any amounts that have been included on lines a through g. On the final report, line h should have a zero balance.
10	The purpose of vertical columns (a) through (f) is to provide financial data for each program, function, and activity in the budget as approved by the Federal sponsoring agency. If additional columns are needed, use as many additional forms as needed and indicate page number in space provided in upper right; however, the totals of all programs, functions or activities should be shown in column (g) of the first page. For agreements pertaining to several Catalog of Federal Domestic Assistance programs that do not require a further functional or activity classification breakdown, enter under columns (a) through (f) the title of the program. For grants or other assistance agreements containing multiple programs where one or more programs require a further breakdown by function or activity, use a separate form for each program showing the applicable functions or activities in the separate columns. For grants or other assistance agreements containing several functions or activities which are funded from several programs, prepare a separate form for each activity or function when requested by the Federal sponsoring agency.	10j	Enter the Federal share of unliquidated obligations shown on line h. The amount shown on this line should be the difference between the amounts on lines h and i.
10e	Enter the net outlay. This amount should be the same as the amount reported in Line 10e of the last report. If there has been an adjustment to the amount shown previously, please attach explanation. Show zero if this is the initial report.	10k	Enter the sum of the amounts shown on lines g and j. If the report is final the report should not contain any unliquidated obligations.
10b	Enter the total gross program outlays (less rebates, refunds, and other discounts) for this report period, including disbursements of cash realized as program income. For reports that are prepared on a cash basis, outlays are the sum of actual cash disbursements for goods and services, the amount of indirect expense charged, the value of in-kind contributions applied, and the amount of cash advances and payments made to contractors and subgrantees. For reports prepared on an accrued expenditure basis, outlays are the sum of actual cash disbursements, the amount of indirect expense incurred, the value of in-kind contributions applied, and the net increase (or decrease) in the amounts owed by the recipient for goods and other property received and for services performed by employees, contractors, subgrantees, and other payees.	10m	Enter the unobligated balance of Federal funds. This amount should be the difference between lines k and l.
		11b	Enter rate in effect during the reporting period.
		11c	Enter amount of the base to which the rate was applied.
		11d	Enter total amount of indirect cost charged during the report period.
		11e	Enter amount of the Federal share charged during the report period. If more than one rate was applied during the project period, include a separate schedule showing bases against which the indirect cost rates were applied, the respective indirect rates the month, day, and year the indirect rates were in effect, amounts of indirect expense charged to the project, and the Federal share of indirect expense charged to the project to date.

APPENDIX I

COLLABORATIVE LEADERSHIP CONFERENCE
FOLLOW-UP ACTIVITIES

APPENDIX I

Follow-Up Activities

It is virtually impossible to note all follow-up activities or actions that have been taken since the Cincinnati conference. News of all activities does not reach the UCEA office. But several individuals have written or telephoned to discuss what they are doing.

There are currently efforts on the part of the project coordinator to seek funds and commitment from organizations and agencies to continue the work that was initiated at the conference. Specifically, community education agencies, and state and national Humanities organizations, have been contacted and have expressed interest in being part of the continuing efforts to address sociocultural and political barriers to equity for the handicapped. Proposals and training activities are now being developed to replicate the Cincinnati conference on state and regional levels. As these plans are further developed, conference participants will be contacted to explore their interests in participating in further conferences. It will be important for several of the Cincinnati participants to attend the conferences in order to provide for some carryover.

Present work on these proposals and training activities includes extending activities initiated at a conference to on-going education and community-based activities that will take place upon the participants' return to their home agencies, offices, organizations, etc.

Below are listed some of the follow-up activities that are, or will be, taking place in Local Education Agencies and community agencies:

1) Personnel in Tacoma, Washington community-based agency are developing plans to:

- a. Set up a speakers bureau for agencies, unions and business
 - to contact PAVE (Parent Advocating Vocational Education for assistance in the above contacts
 - to acquire the film A Different Approach for use in presentations
 - to contact the Tacoma Labor Council for a summit conference in the near future
- b. Call the presidents of the Vocational advisory committees (10) and the Pupil Personnel Advisory Council as to the possibility of asking one handicapped person to serve.
- c. Contact Marti Gentili, PAVE Washington director as to the possibility of sending her group four of the working-papers from this conference. These papers would be informative to her thirty-two advocates in PAVE.
- d. To contact the AFL-CIO placement person for the handicapped at the Seattle office for ideas concerning job placement for the handicapped.
- e. Complete preliminary contact calls for a summit conference of select handicapped, school, vocational, business and union persons for the purpose of discussing and implementing a plan for hiring the handicapped. Suggested curriculum methods.
- f. Expand on a working-paper for UCEA which includes practical suggestions for integrating the handicapped into the world of work.
- e. Contact other boards and committees on which I serve (Girl's Club of Puget Sound, Council for Exceptional Children Washington Federation, Association for Retarded Citizens, Altrusa, ARC Education Committee) as to 1) the prospects of including board members that are handicapped and 2) an action plan of helping the handicapped to employment in the community.
- f. Contact the National Council for Career Development (CDC) of CEC for information as to organizing a Washington CDC Division.
- g. Arrange a meeting with the vocational school leadership for the purpose of proposing a department supervisors meeting in the Fall for the purpose of negotiating some minor changes in entry requirements and academic procedures.

- h. Contact local law schools, the attorneys for WARC, PAVE and the school district as to the names of attorneys that deal in law for the disabled and courses on disabilities law. This information will be sent to Diane M. Schneider who I met at the UCEA conference.

2) In the Mesa, Arizona Local Education Agency, the following activities are underway:

- a. Contact Martha Redden at the American Association for the Advancement of Science in Washington D.C. and have her send us all available materials on compliance with Section 504, use of the handicapped in role models, and related materials.
- b. Contact various consumer groups of handicapped persons in the Phoenix area to identify successful handicapped persons and where they work. We will try to enlist parents from our parent advisory committee to assist with this.
- c. Contact various businesses and industries in Mesa to determine where handicapped persons are currently employed, what types of positions they hold, and how successful they have been. We will refer to a small study done 2-3 years ago by Mr. Reiman of our TMM facility. Perhaps we could enlist a graduate student at Arizona State University to design a questionnaire, make contacts, conduct interviews and analyze the data collected.
- d. Select several job locations and arrange to video tape the handicapped at work. They would be shown to parents and students at the parent center we will be establishing in Mesa.
- e. Call together a group of personnel directors, or persons identified as being responsible for hiring the handicapped in Mesa (Phoenix). Solicit their input regarding success/failure of hiring the handicapped.
- f. Call together a group of successful handicapped individuals to solicit their input regarding specific needs for career/vocational programs. Have them assist in planning.
- g. Have an outside "expert" come to Mesa to stimulate discussion and action among the groups in items 5 and 6. A mini-conference could be planned to include groups from 5 and 6, with the "outside expert" being used as a catalyst. The conference would culminate with a specific listing of further steps to be taken to develop appropriate career/vocational programs.
- h. Produce a document which describes the entire process followed in steps 1-8. This would include results and information in detail for other districts to rededicate the effort/process.

3) In the Milwaukee, Wisconsin Local Education Agency, these projects are part of the follow-up activities:

- a. A collaborative project (Milwaukee LEA, University of Wisconsin/Milwaukee and Dr. Phyllis Stearner, Argonne Laboratories) to inservice guidance counselors in the Milwaukee Public Schools to more effectively serve handicapped students in career decisions and plans.
- b. A joint effort between staff from the Exceptional Education Administration Department of the University of Wisconsin/Madison and from the Division of Exceptional Education and Support Services of the Milwaukee LEA to examine the ways people bring social meaning to the concept of equity. More specifically, this project will look at how P.L. 94-142 is implemented with a focus on the resource room in schools. Communication networks and relationships among teacher unions, principal unions and central office administration will be examined. This study will be conducted over the course of approximately one year.
- c. Refinement of the original SAGE project activities as part of the SAGE middle school Exceptional Education Program Development Project will provide career counselors and guidance personnel opportunities to play important roles in developing activities related to present emphases on value clarification and skills needed for continued learning.

4) Nashville, Tennessee Local Education Agency activities include:

- a. Work focusing on the refinement of alternatives for the School-Based Resource Team design which is the critical element in fulfilling the major goal of SAGE at the local school building level.
- b. Following the refinement of the School-Based Resource Team and School Profile, a more comprehensive inclusion of vocational personnel will promote the linkages among our schools and the work places.
- c. Dissemination of the School-Based Research Team design to all schools will provide models for education and work-related personnel.

5) Dade County, Florida plans to replicate the Cincinnati model on a smaller scale. A partnership among Dade County Schools and several businesses and industrial firms has already been established in Dade County.

An interdivisional team planning workshop to include the Local Education Agency, the State Education Agency and federal representatives is under consideration. This would be an extension of an already working relationship between state and local level personnel in Dade County. An emphasis would be on promoting life-long learning opportunities for handicapped individuals in school settings and work places.

6) Tacoma Local Education Agency is working on a career development program for handicapped individuals that includes vocation, avocation, occupation and career concerns on a life-long basis. Personnel from vocational education and exceptional education divisions will collaboratively assist handicapped students to move from school settings to the next step in their development.

Handicapped adults will be contacted for input into this plan, for serving as role models and for taking part in the evaluation process. Built into this program will be community resources and contacts with business, labor and industry.

This program will be part of every handicapped student's working file.

7) Charles Rudiger, Superintendent of Huntington Union Free School District, Huntington, New York, designed and implemented a seminar on the Integration of Special and General Education, October 24, 1979 for the district administrators. William Malloy, Assistant Superintendent from Milwaukee, Wisconsin, was the key note speaker and spoke on The Move From Tolerance to Advocacy.

8) Several of the working-papers are currently being expanded for publication.

APPENDIX II

COLLABORATIVE LEADERSHIP CONFERENCE
FRIDAY EVENING PANEL AND DISCUSSION

APPENDIX II

Friday Evening Panel and Discussion

Nancy Kaye, Panel Leader
Professor of Exceptional Education Administration

I am going to ask the panel tonight to respond to what they believe has happened today in terms of the questions that have been raised. I am going to also ask they not only to report what they believe has happened, but also to add their evaluation, and that's going to be the kick-off, and then hopefully all of us will begin to look at that. I'd like to introduce all of the panelists--I'm just going to say the first names--at one time we had all the LEA people on one side and three of us who were not LEA, on the other side. This is David, Hank, Hal, Bill, Fred, Phyllis, Wylamerle, Tom, and I'm Nancy. I'd like to start with Hank.

HANK BERTNESS
ASSISTANT SUPERINTENDENT
EXCEPTIONAL EDUCATION

I'm very happy to be first. It's impossible for me to say anything but good about what's happened regardless of the other feelings that I might have. It's always good to get together and talk about people who are different, to talk about all people, to talk about children who have handicapping positions. But my impression is that once again we're at the beginning. My impression is that we are talking about three different worlds without getting into any one world to any depth. My world is the world of education, the world of public education and we talked some about that. We talked about going beyond compliance and in my life I am busy, very very busy trying to get into compliance, not only with the letter,

but the spirit of the law, and I believe in that. I believe there is still a great deal of work to be done there, and I also believe that the faster we get beyond compliance and into whatever is greater, the better it is. But compliance is still with us. We have another world, and that's the world of higher education. And that world impacts public education because the people we get are the people who come out of higher education-- teachers, administrators, educational specialists, educators of all kinds. And then we talked about the world of work, business, industry, and the students we have in public education--all their kids hopefully get into that world too. Now the impression that I have--a very personal one--is that the bridges are not there. Ken talked about the drawbridge this morning and pieces may be here, but the bridges are not. Higher education is not producing people with the expectancies that I think we in public education deserve. Some of us have talked about this earlier today and last night. Higher education has a moral responsibility to deal with all children and to work in an interdependent way so that people who are administering programs work together. We in public education, then, have a responsibility, I think, by going into that other world, that world of work, and that has been exciting for me, particularly today. We have no right in public education to exit any student without destination, without preparation--no right at all. And so I guess that my main impression of today is again very personal, a kind of recommitment that we have to build these bridges between these three worlds--higher education, public education, and the world of work. So I'm very tired, but I've enjoyed.

Do you see other areas of concern regarding what we have been doing here today?

My answer's going to be short because what I have heard is many other

individuals saying that we are not in touch, we are not communicating, and we ought to communicate. The integrating fact that I see is interest in all children, interest in all people. I haven't seen any discussion on that at all. So, I feel, even though I'm tired, very much at home. And by the way, when the budget gets tight, no matter how favorable a position you enjoy with respect to the education of children with handicapped conditions, that area gets under attack. I picked up a little bit of heritage today. I picked up that one or two or three of you are talking about general funding, block granting, giving educators a block grant. Well believe me my friends, if you do that the education of handicapped children will go right down the drain. And I'm projecting a little bit from Wednesday night when I left my meeting and thought everything was safe.

NANCY: I think it might help, as we're talking about various experiences today, if we could think of the questions that have been posed, since most of the people on the panel have sat through several sessions in terms of questions. I think out of that we might be able to figure out where we've been and whether or not where we've been is where we've intended to go. Hal, do you want to run with that one?

HAL McGRADY
EXCEPTIONAL EDUCATION DIRECTOR

OK, as a director in a local district, I know that one of the things a conference like this does is to give me a chance to interact with people obviously different settings and so forth, and that's always good. I like to just sit around and listen. I ask myself a question and that is what am I going to do different when I go home that I would have done if I hadn't been here this weekend. And I think some of the questions we

posed will lead into that. One thing I'm going to do and that's seek out more role models for the handicapped. Have we been doing it? Yes, but I see in my mind as we talk today we haven't been doing enough of that. I've asked myself, have we really provided the kind of vocational programs that we need? Questions about that have come up again and again. Actually, I don't think we've discussed this issue enough at these sessions. I'm going to ask myself some questions about my in-service for regular teachers. Yet, we're planning to do that sort of thing. We have been doing some of this, but again, some of the questions have been raised as the validity of the training. And, just in general, there have been lots of references that have been exchanged. We've seen some good films. We're going to see that those get utilized some way. In a conference like this, I think there is a certain information exchange. I hope that everyone here, by raising questions, even if no one else ever answers them, will do something a little bit different when we go back home to wherever we go. Of course, obviously, mostly what we'll all do is return home and keep on doing the same, won't we? And that's maybe one of the problems. If you ask what are the questions raised that are most important, one must be about attitudes. One question is--Can attitudes be changed? And if so, how? We saw some excellent media examples of attempts to change attitudes. We talked about changing attitudes in teachers and principals and virtually everybody that's involved in education and the worlds of work. So, again, I think one of the most serious questions we've raised today is, can attitudes be changed? I think another one that's been really raised is the law--the best way to exercise its implementation. I've heard both sides of that issue today. I personally think the law has been a great catalyst and has brought a

lot of movement. I think some people think it has had some negative impact. But the question is, is the law the best way to achieve this access? And then, the one that's been asked so often today, can we bridge that gap between education and work. But I think, you know, we're going to just end up doing what we've always done, we're just going to go out there in the schools and try to do it. Now we talked about that this morning in one of our sessions, we had to do it, whatever, we don't know what it is. Somehow or another we're all committed to providing special education to the handicapped, special services, whatever we call it, but whatever it is, we can raise questions forever, and still have to do something. Hank gave some very good examples. By the way, I would like to add that in terms of his analogy about the budget, that if we get block granting and not designated funding that isn't clearly designated to special education, we may have some problems. I think the same thing is true if we don't have some clear administrative structures for dealing with special education. That may be a serious question. Are we generating new questions? I'm not sure that we are. I seriously don't think we've asked any particularly new questions. But we have asked them in new ways and new contexts. In asking questions, there is confusion about who and what is handicapped. Some of us are thinking of the mildly and moderately handicapped. Some of us think of severely handicapped, various kinds of severely handicapped. We have almost neglected discussing mental retardation. This is quite serious. Many of us take this very seriously. But I'm hearing some of the same questions I've heard before, but the nice part about it is that we're hearing them from a wider sector of people. I think maybe we're now aware there are more kinds of people who are thinking about the same things, rather than hearing about the problem from the same people over and over again. We're hearing the same questions from

different people and I am optimistic that there is a greater awareness. This shows we're dealing with a broader concept and wider range of ideas from various people. I guess another question I would like to ask while we're asking questions, is what to do with this list. I know what I'm going to do with it. I'm going to go back and do a few things different as I said before. I think we need, in working together tomorrow, to try to clarify a bit more what we're going to do with the questions we are asking. To whom are we going to ask them -- who we're going to ask them to, now that we are putting them together.

NANCY: We are ready for you Bill.

BILL MALLOY
ASSISTANT SUPERINTENDENT
EXCEPTIONAL EDUCATION

I want to take off a little bit on what was mentioned earlier on where we are, where we've been and where we are going. I think that this particular conference might provide a springboard for a new movement in exceptional education. At one time we were in a period of losing, when we simply said that we will not kill people with handicaps--we will let them exist with us, but we will provide institutions for them, we will provide programs and will take care of them. We moved from that exclusionary period into a period of tolerance to where we are now. We are saying that now not only must they exist with us, but we will also provide some opportunities for them to be as normal as we are by appropriate conditions and appropriate education programs. The springboard for that, as far as I'm concerned, is the whole mainstreaming issue in a period of tolerance. This particular conference is the kind of conference that provides a springboard that moves people from tolerance to advocacy. When I sit down to talk with lawyers, we are coming from different positions. They are

saying we are not providing appropriate programs for handicapped. If I sit down to talk with general education administrators, I'm suggesting what they need to do in terms of 94-142. If I talk with business people, I'm talking about what needs to be done in terms of affirmative action, educational development and employment. We're always telling people what they ought to do for handicapped. This is the first opportunity that I have honestly had where I could sit down with people from the various disciplines and look at some of the problems facing special educators. It is very interesting to hear some of the remarks made here today, especially in my particular group, the problems I presented, that we almost didn't get to. This has been important for me. What I hope to get out of this is that when I go back home to examine certain programs, I can raise certain questions from different perspectives about what we are doing. Perhaps, now I will see it also the way you in other areas see it. Looking at problems from other disciplines' perspectives will help me look at some of the questions in a new light. Up to this point I believed educators seldom do this.

So, in terms of my evaluation of what's happening right now, just the fact that we're sitting down talking together--not necessarily agreeing, (perhaps even wanting to maintain our own domains, I'm not quite sure)--we have accomplished a lot. Three or four years from now, when we make the move and I do think we'll make it to advocacy, there will be references to this particular conference. But I think most of us will have to admit this is one of the first conferences we've been able to sit down with a number of people representing a number of different disciplines talking about special education. As far as some of the questions, pretty much of what Hank has talked about and what Hal has talked about addresses that issue. We have not used handicapped people as resources in terms of trying to look

at how we can make our programs much better and how we can make our programs enhance the possibilities for first class citizenship for handicapped people. We have never used handicapped people to help us do that. This is something that I'm going to have to take a look at when I get back to my district. Another comment that was mentioned, now that we are in a period of diminishing resources, was that how does everything bad come from something good? And we're going to have to pool our resources in order to get programs that before we never had to worry about because there was enough money for people to maintain their empires, for me to maintain my empire, all of that's over and we're going to have to look to one another for help. I think this is extremely interesting. Just the whole idea of changing attitudes. At this point some of the questions that have been raised, and some of the questions that will be raised, will be very helpful when I get back to my school system.

NANCY: Thank you, Bill. Fred . . .

FRED BAARS
NORTH CAROLINA STATE DEPARTMENT

I told Hank, Hal and Bill if they did a good job all I'd have to do is say amen. Maybe I can say amen and we can move right along with the rest of it. But I would like the opportunity just to say one or two more things besides the amen. That is I think this conference is necessary. It's very good, very important, and that it does point out a progression of where we've been, where we are, and it confirms a lot of feelings that we all brought with us about where we are going. A lot of this is the focus on projections into the secondary level of training--we're there, and we're going to be there even more so in the next couple of years. The

world of work--what are we doing right now about this in the institutions of higher education? What are we doing right now in in-service training for the teachers who are the key people to make sure that the world of work is a reality for the handicapped students now entering the junior high schools and the high school programs in the very near future. What are we doing to insure that the technical institutes and the colleges have people who are qualified to work with handicapped students. Even people who have worked at technical institutions and at the college level really have not had to work directly with handicapped students to any large degree. And I think that we're going to see maybe a role of getting into some legal (I don't want to use the word battles), but I think that may be exactly what it's going to come to in terms of students who are not given proper guidance into career choices. And I think that that opportunity is something that right now we have a few years to plan for if we're looking at the college level. We have students who are already there, but we still have the largest bulk of the new movement still to reach at the high school level. And if we're not careful, we will turn these students off and have them dropping out of school before they have a chance to really explore all of the different opportunities that should be out there for them. There is one thing that exists in each state because of the Title VI programs and that is the comprehensive system of personnel development. I hope that each one of you are involved in some way with your state comprehensive system. There is a requirement of an annual program plan. This is something fairly new, it's been implemented in most states during this last year, at the most two years. If you are not, be sure to--when you go back to your education agency, this would be one step that you could take--find out who is in charge of your comprehensive system for personnel development and how you can have input into this. Find out about the annual plan that was

written up for this year, Ask: Do you agree with the goals? How would you like to have these goals changed? And, supposedly your state dollar and your federal dollars have addressed in-service training and pre-service training in terms of these goals.

The other comment would be just that I would like to thank all of you that have had some comments about the paper that I wrote. I appreciate that, and if you still have any written notes or anything that you would still like to say about it, I would still like to hear from those of you.

NANCY: Thank you, Fred. Phyllis . . .

PHYLLIS SHUTT
GENERAL EDUCATION SCHOOL ADMINISTRATOR

I think before I start you ought to know two things, and I think the first one is--you know I've always been a minority. You talk about minorities, but this group of people here, they're all special education directors, except me. And I'm sort of neither fish nor foul in this, and I guess maybe that's a good idea. A second thing I want to tell you is that I got only half my sandwich for supper, so I may not be in such good humor--so I may come from an entirely different vantage point. So I'm going to speak maybe a little differently from where these people have come from.

I've been hearing several things at this conference today, and maybe I'm putting words in your mouth and maybe I've heard what I've wanted to hear or didn't want to hear. But two or three things have intrigued me. I guess they're both a part of my own expectations and a part of the conference expectations as I read them. I think this gives me a chance to talk about me first, and I think it's also a conference expectation to sort of move beyond my own professional life space in public education and

realize that access to equity involves a lot more people, a lot more areas, many more disciplines, many more professional life spaces, or if you want to be ornery, say domains or whatever, than we have previously believed. There are a lot of people here who have different roles to play, but I believe the thing that we have asked about and need to grasp in this conference--I guess it came to me mostly this afternoon in a subgroup that included a cross section (it seemed that everyone in that group had some impact in some fashion, or could have, on the access to equity for handicapped people)--is how can we get such a composite of people as in this conference together in our communities and say "OK, we're here, we can have this impact. Now, what kind of design or how can we communicate, or how can we move in the direction of accomplishing the kind of things we want to accomplish.?" I guess I hear too much (I'm in public education so I can talk about this, and I think there are some other people hearing the same thing) of what you can do for us in our programs in special education. I don't think it's what we can do for you and what you can do for us. But I do think we have some very significant others, and that's why we have this conference. I think the task is something that we should get together on and say-- How can we move? I think that's one question.

Then I think I have heard something else during the day and this may have come from myself. I realize that some of us maybe are very satisfied with a lot of--well, I don't know whether they're false or not--false assumptions of false hypotheses about other people's role in this kind of thing. I was particularly made aware of that this morning when we were talking about business and industry when I made the remark, "Well, you know, Kaiser is not typical." Well, I still think they aren't typical, but I thought, "How do I know what my people in my geographic area can do

in this area?" What I'm saying is we do not have the appropriate kind of communication to find that out at this particular time. In formal kinds of things, yes. This is the first time I have been in this kind of a structure, looking toward the past. And if I may be personal enough to just mention the SAGE project, I think that was the kind of thing we found within our own people, within our own system. That it was the first time really that general education people and special education people had gotten together not to look at one another and be on the defensive, but to say here's the past, let's move forward. So I think that's an extremely important kind of thing for us to realize that sometimes we can get so caught up in what we are each doing that we fail to take others seriously. We need to capitalize on the diversity. How can we capitalize on the variety, including the handicapped people themselves, and I still want to call them significant others--significant people in addition to the people in education--to get together and to see what impact each of us in our own respective roles can have towards moving a little closer to a common motive or understanding? I think that's where we are. I always get concerned about this business of can attitudes change. Well, I certainly hope so. There's one thing I think we talked about this morning in the first group. Communication may not change attitudes--getting together for informal and formal communication for that matter. But it's very doubtful we'll change any attitudes unless we do have some communication. And I guess I'm saying this group should not leave that to happenstance. This is what I was hearing people say in the groups today.

NANCY: Thank you, Phyllis. Wylamerle . . .

WYLAMERLE MARSHALL
EXCEPTIONAL EDUCATION EXECUTIVE DIRECTOR

What I'm going to say is going to give a ³⁹⁴degree of responsibility

to me as having been a group leader, I'm going to dump a little bit on your shoulders because I feel very keenly, very strongly about what I'm going to say as it relates to the intent of bringing us all together. I'm going to be a little bit critical by saying right out front that I think there was a need to identify the parameters under which we were operating. Our manual indicated to us that we were to look at compliance issues from a multidisciplinary approach, and I think the first question to have been generated, I neglected to do this in my group, was compliance to what? At what place in time, under what conditions, and for how long? I did not hear that kind of question at all today, neither did I hear a question that would be phrased similar to this: Where have we gone in education, in the education of the youth of America these long many years, and where do we hope to go, and how can we plug in the handicapped issue and relate it to the experiences we've had with minorities as we sought compliance in that arena. Armed with two kinds of basic questions, I think then we could have gone about the business of saying 94-142 is a funding bill that is somewhere between kindergarten through twelfth grade. And Section 504 being a bit beyond. And that's where we would really get into the issues of employment and that kind of thing. Building upon these kinds of premises, I think we each had a responsibility, then, to take whatever bit of that little psychological turf we brought with us and operate within an arena where the whole rules of the game are changing and we were beginning to develop some stops along the way. What has happened to us today as a group? I think first of all we were in total confusion at one point, the jargon of one group was unfamiliar to the jargon of another group. We attempted to bridge a gap, I don't know if we really recognized the gap, and I think what I'm saying now was prompted

by the last group with which we met in the afternoon. They were pleading with the two facilitators, "I've gone through the whole day and I still don't know the difference between pre-service and in-service. I don't know what you call a handicapped person as opposed to one who is mentally retarded." And these were some very basic questions that in our haste to get on with the larger contextual kinds of issues, we may as educators have been remiss in our treatment of other members of the team, and I assume responsibility for that.

On other occasions in looking at what happened today, I felt that those of us who are educators totally forgot that we were in a multi-teaming group here. Because we tended to say, and please pardon the personal reference, "Don't forget to look at your state plan as it relates to staff development." I'm not so sure the representative from IBM could relate to the state plan, even though it's public information and we all can buy into it if we have public hearings on it.

It's the little issues that I would like to express sincere appreciation to, the SAGE project, and to UCEA, for giving me the opportunity to see what we need to do as we talk about developing a partnership with not only the users of the educational product that we are turning out of the schools, but we ourselves, each of us. We have had our lives touched at some point in time, either directly or indirectly, with public education. This being the case, if we truly believe in it, then I think we are beginning, based on our commitment by taking time out of very busy schedules, to come and spend two and a half days to say, "Let's hold everything up that's happening, to take a look at it. Let's see what we can do in terms of developing productive citizens of tomorrow, never mind what the handicapped may be or to what group they belong." If I could evaluate what has

That maybe should be the focus of our continued discussion.

NANCY: Thank you, David. Last, but not least, Tom . . .

TOM BOWDLE
PERSONNEL DIRECTOR
KAISER ALUMINUM

I'm not sure what I can contribute to this dialogue. One time I was in a motel in New York when it caught fire. I came rushing down the steps and there was this big Irish cop with his hose in his hand pouring water on the thing and he looked up at me and said, "I don't know why you're here, but I'm here for the senior prom." I think I ought to tell you why I'm here to start off so you can evaluate what I might have to say. Somebody asked me today, "You came all the way ^{from} to California for this." And that wasn't in the negative way. I also want to offer you, Ellen, a compliment. I told you before and I want to say it in front of the group. I think the way you programmed this was absolutely fantastic. I've never seen anything done like this, in business or anyplace else. And you are too complimented for having done it. I had a mission when I came here. I've enjoyed as much air travel as I can stand. I had a mission. We have a commitment in my company to achieve in this total area in terms of employment. We can't do that alone. Our experience to date in working with the educational process is that we have seen no evidence of where in the hell they're going to help us. We get a lot of nice dialogus and I say that advisably and I don't say it critically. I think we need more dialogue maybe to get around that problem. I came here to find out how you all think and to find out how what I am doing for what so my company can penetrate your system, so that we can mutually achieve a common goal. It's very simple, I'm here as a spy. I want to know how you function so

we can learn how to penetrate your system to get the kind of help that we need and we want, and that we think we deserve. Because, as you say, and I think you made a tremendous statement, in terms of delivering to a goal (I get exactly--I wrote your words down--I'm going to use it someday--I steal words). No right to employment without a destination. Well, most cases the employer's the destination. I've no right to comment and wouldn't be presumptuous enough to comment on how you do your thing. But I think you're going to find that we, and others like us, are going to put an awful lot of heat on you in terms of you helping us and us helping you get that student to the destination--I think that's the name of the game. I fundamentally have a belief and I think it goes to the issue of attitude, I'm only 46 years old, but I've had a lot of experience. I don't really believe that employers believe (when I talk about employers, I'm talking about companies, I'm talking about people, because that's what companies are), really down deep believe that handicapped can't perform, that women can't perform, that minorities can't perform. I don't think individuals really, professionally or intellectually believe that. I think it makes for a lot of nice intellectual discussion, but I don't think when you get right down to the guts of it, they really believe it. And knowing that, only strong advocacy can solve that problem. From where I sit in my company and I found a few holes in your wall to figure out how to get to you--we're going to come after you--we're going to insist you help us. And I think other employers are too. We're going to find the people in your system that will help us, whether it's a community relations person, whether it's a school principal, whether it's one teacher, we've got a theme in our company--one person makes a difference. It does in your business too, we're going to find those one people who

happened, I think when we make statements that only minorities and handicapped people can tell us what they need or can speak to their needs, I think (as I'm examining my own self), I've given in to something that's going to represent a cop-out. If I truly believe in what public education has done, and is doing, and is making an effort to do, then I will not relinquish that responsibility by saying, "You are a minority. You tell me what you need and I'll try and do it," or "You are a handicapped person and will try and do it." I will not allow the kinds of hostility that have been evidenced because one is a minority or because one is a handicapped person as we seek to design future movement. In terms of further evaluation, I think everything has been healthy, it's been good. I appreciate again having been a part of the group and to meet interesting people that are committed as "educators," no more, no less.

NANCY: Thank you. I think that the coordinators from the different groups certainly have generated a great deal of information and ideas. There are two other people who were asked along with me to kind of look at what was going on last night and today, and while I would like very much to have the audience participate in this, I'm going to ask David to say just a few words and also Tom, and then open it up for discussion and see where people are at. David . . .

DAVID WILES
PROFESSOR, GENERAL EDUCATION ADMINISTRATION

My evaluation is going to be in a different light than what the other people talked about, because I think what I've seen is a demonstration of how a word can actually take on meaning in a contextual reality. In this case, the buzzword happens to be diversity for this particular group. People here are different, and they're the best and the brightest, right?

You're not here because you were selected at random. You're here because if there's a chance for a group to make a difference, this is it. It's also a group that's committed. There's no need to convince anybody here that we have a need for advocacy. Generally speaking it's a very special group. So I would think if there's any group that's ever been tailored to have a good chance to coming up with new meanings or interpretations, it would be this group. I think what we see is kind of an object lesson in determining what makes sense. To understand a particular term's meaning, when a group tries to actually come up with concrete meaning, is a difficult task. Diversity, in my opinion, has had two meanings. The positive one is almost related to personal contact in spite of the structured program. A series of fairly negative structures dominated a lot of meetings and conferences. I would say that some of us and maybe it's because of the structure, I'm not sure, but I think we've engaged to a certain degree, in some of the classic sins of dog and pony show performances. That type of mentality--this idea of "we" and "they" appreciate the physical separations among exceptional and general education, which I think amounts to some degree of one-upmanship, even a little scapegoating. And then there is this idea of compliance. Classic compliance with a script, which happens in this case to be the manual creation. And I share that same feeling of being in a small group this morning and actually getting down to processes where I'm talking with and across diverse disciplines. The rest of this meeting should go where you ended up. Dr. Marshall said "I will not allow." To me, after we get through the whole conference, it still comes down to questions about "who speaks for the diverse?" I certainly know that the client, whatever that means, has a different perception of the problems than those people who are responsible for the implementation for the client.

make the difference. We're going to make this thing fly. I was delighted with the experience today. You're delightful people, you're very stimulating. You're fun. I said my peace.

NANCY: I'm sure there are people waiting to comment and add to the panelists' comments.

EDUCATOR

Are you saying that you employers are more optimistic than educators are about this? Or just the same as?

TON: I'm going to say (how many educators do I know, you know), I think employers are more pragmatic, I think we have our bureaucracy, but as I said earlier today, our bureaucracy only goes back to the industrial revolution, you're goes back to Plato. I'm just saying as a practical, honest issue, I don't think that most, as we for example, have tried to introduce women into non-traditional jobs in hourly occupations. And you get right down to where you're talking to a foreman about whether or not that women can perform the job. There's no issue there--of course she can perform the job. Ninety-nine times out of a hundred. What you're dealing with is that women--it's the old game of what's a women like you doing in a place like this. I think that's true across the board. I don't think that intelligent, reasonable adults really believe, in fact, that handicaps/women in fact can't do it--I think they just don't want to let them in the scene.

EDUCATOR

You're saying that the obstacle has been something other than lack of belief in their competence.

TOM: Yeah.

EDUCATOR: That doesn't remove the obstacle. It's in the hearts and minds of employers and everyone else.

TOM: That's why it has to be attacked. Precisely. That's why it has to be attacked and attacked forcefully. And it has to be attacked by the institution unless you want to wait until everybody comes and burns everything down that we have in society. I don't want to wait that long.

PANEL LEADER: Thank you.

JOHN GAVIN
SCIENTIST, RESEARCHER
(Handicapped)

Before I get critical, let me tell you why I shoot off my mouth. I'm a product of the system--28 years of education--from first grade through B.S. through PhD. I've gone through the system from being non-handicapped to handicapped. I started non-handicapped and then became handicapped and for several years was OK, but now that I'm getting older, it's getting worse. I see different attitudes, from when there were no problems, when people looked at me one way, to now when they look at me a little differently. Another thing, I have nine kids, so I'm interested in education (laughter). Here's the problem. Are you really asking the right questions. I don't think so. What are you educating the children for? What are we educating? Are we educating for jobs? If we're just educating to get jobs, then really we have problems because there are some handicapped people that are never, never going to work. Well, do you discard them? OK, if we don't know what we're educating for, then there's the first place to start, because you can't do anything unless you can find what the problem is. So, if we can find the problem, we're going to find

out that we have multiple problems to look at. Now we get to the handicapped themselves--they're not all the best in the world because we have problems--you've got your deaf ones, you've got your oral deaf, you've got your signing, you've got the ones who were deaf when they were little, you've got adult deaf, and everybody looks at the problem differently. How do you react to children with problems. Do you react to that child the same way you react to a child that doesn't have anything wrong? I mean the pretty ones are going to make out OK and if you look OK you don't have any problems, but this is not really the basis of what the handicap is. Unless you start at the bottom and you see all the groups and you find what you're going to educate them for, then you go around and around and around in circles. And we have some other problems too. If you're going to educate them for employment, what kind of employment? What happens now is give them the three R's and most of them are educated. They're not being educated for high level jobs and I think I see some of the people from human resources and industry and I'm sure they can say about the handicapped people that they don't have anybody on that track that's going up to the chairman of the board. The problem such that there is a need to agitate and see if you can't move in a different direction than just say, "Bring 'em all in and let's give 'em an education" because there's no way you're going to do that--absolutely no way. And the individual plans are OK provided that you can control the parents. Even with the individual plans you have problems with parents, and I can't see where you bring a kid in a room with a teacher and parents and the authority. The kid says, "I'd like to be a scientist," and the teacher says, "No way." And the parents say, "You couldn't do that." Now, maybe they want to be a musician, maybe even with the Supreme Court, or they want to drive a bus, but you can teach them how to drive a bus, that's no problem--you can educate

a blind person on how to drive a bus, but what you can't do is you can't in the regulations go to a bus company and say, "Let that guy drive a bus on the street." That's a problem. "he's blind, but he can drive, give him a license." So you have problems there. Education, employment and regulation do not make sense and I think that the main point has been missed.

NANCY: I think that's what we need to do, is look at what we've been saying, and how we've been saying it and to whom we've been talking. And ask ourselves, "Are we asking the right questions?" Would someone else like to respond?

AUDIENCE MEMBER: I came to this meeting with the agenda and with points that I wanted to make and was interested in a very narrow, very narrow problem on education. The only thing I have to say about education, I said earlier. They didn't do a very good job and now its my problem.

NANCY: It might be our problem.

INDUSTRY REPRESENTATIVE
SPECIAL PROJECT FOR INDUSTRY

My eyes are beginning to open up. I'm beginning to understand the problems within public education that I hadn't conceived of. Several of the problems related to the lumping of handicapped people into a group called handicapped people or disabled. A distinction needs to be made between handicapped and disabled. I think that we have to have a continuum of educational services, because there are appropriate educational services for the most severely and profoundly retarded and most severely physically handicapped. Likewise, we must have a continuum further up the line for the sake of other and for special education classes not integrated. That would be the next step. The next step is what they call mainstreaming.

Mainstreaming are for those people who can fit into a classroom situation without disturbing classrooms to the point where education comes to a standstill. Then finally there are those people who have special handicapping problems but they are quite capable of living "normal" lives. That is, we're going to come to get you. We're going to talk to you and we're going to say, "these are the kind of people we need--what are you doing to help us get the kind of people we need?" And as a matter of fact, working for an industry group, industry has taken the position that no one else is doing it, so we are taking the impetus to start training programs specifically for handicapped people to train them for higher level jobs. Education hasn't done it yet. Rehabilitation hasn't done it yet. The Office of the Mental Health and Mental Retardation hasn't done it yet. The real handicapped come to work everyday, and the real handicap is not being able to get 8 hours of work for 8 hours of pay. Those are the handicaps.

NANCY: Thank you.

ROBERT MENCHEL
CAREER COUNSELOR FOR DEAF
(Handicapped)

I'd like to make an observation on some things I think I commented on earlier today. Maybe it's another point you want to think about in terms of employment. Is the issue what your target is in reference to training? I'm not here, I can't speak on behalf of other companies or any other industry, but their's, I keep hearing a problem with entry level jobs. I keep hearing a problem with perhaps semi-skilled occupations. Our salaried work force of management, I don't know what it's like in IBM, I don't know what your history's been, but in the last ten years in terms of professionals, and in terms of managers and in terms of what are theoretically

the good jobs, are going down, and there's an economic reason for them going down. The cost of basic labor has risen so high that industry can't afford the luxury of excess good job managers. It's a tremendous problem. We have a terrible problem, for example, getting foremen. They won't take the jobs because they can make more money with less sweat and tears than they can as an hourly employee than being a foreman. We have hourly people in our industry working what you would call semi-skilled operative jobs making \$25,000 and \$30,000 a year. I don't know what's wrong with an entry level job at \$12,000 a year. I don't know what's wrong. My secretary makes something like \$15,000. I don't know what's wrong with that job, but the fact remains is I think those are the targeted jobs for everybody, whether you're handicapped, black, female, white or anything else, because that's becoming the name of the game. Industry cannot afford the luxury of a lot of sophisticated managers running around thinking great thoughts. So I think you ought to think about what your target is when you start talking about the delivery system and what is a good result. Whatever that's worth. Maybe that's a different perception than you've heard before, I don't know. But I've heard that a number of times and it bothers me

INDUSTRY REPRESENTATIVE

I think the only difference you and I have is I'm saying that the challenge of education is to provide the educational skills among entry level jobs and all the way up to whatever kind of job there is. Unfortunately, there aren't too many in the electronics industry that make \$12,000 a year. That's my problem, not your's. The point I'm making is that I say there are people who always have been capable of entry level jobs and there are people capable of running companies. We have to provide them the level of education

in the primary and secondary system to get whatever they need from education, to move in any direction they want to move in. The manager of our largest facility was made the manager two years ago and has a high school education--it's the biggest plant we have.

NANCY: This debate happened earlier at the bar and since it's getting late . . . I'll take one more question . . .

PROJECT COORDINATOR

I'd like to ask the question, "Why are we discussing this?" We are being told by industry there are 33,000 jobs available and that it's not possible to place people in these vacancies. Industry people are looking at us and coming to us for help. I don't understand the kinds of discussions that have been going on because if we did place those people at some level, we would have to exercise certain kinds of criteria to determine what position they would be in in the first place and how they qualify for them. I'm not sure whose choice that is and not sure there's a lot of people with ability or in any position right now to make those kinds of choices given the structure of our education system. What role do the handicapped play in this whole process? I'm being very candid. The nature of the discussions puzzles me. I think the real issues are different from what we're talking about. I don't think what we're talking about makes sense.

NANCY: There's one last comment.

I think the challenge to turn out handicapped students who can compete because competition is so great, qualified people at any time, for a variety of jobs, is a problem. Why is the emphasis on productivity?

NANCY: I'm going to take the prerogative of the chair and suggest that the questions that we have raised must also include choices, and some of those choices may mean not working. For whatever reasons. And perhaps working at an entry level job, I'd like that entry level job, I'm an assistant professor--I'm paid about that much money. You're talking about entry-level positions. I think there are a number of issues that have been raised, and that is exciting for me, and I want to quote part of a paper that I read yesterday. I think the conference has been able to generate a sense of intellectual crisis, and by intellectual crisis I mean the problems and the solutions do not rely only on common sense. We can't simply apply the usual solutions. That all of the issues that have been raised, perhaps they have been raised again and again and again. But the fact is that they're open to question. And we have industry here, we have a higher education here, we have K-12 representatives, we have regular educators, special educators, union people, asking questions that are very complex, but we're all asking them. And I think if I may summarize that there's been some frustration, that we have felt some ambiguity, that we have felt we have been all over the ball field and maybe we haven't been using the same language, but we're still in the same room. And I think that says a lot. We are finally getting people to talk the same language.

PROJECT COORDINATOR

Thanks Nancy, and thanks to the panel and to the audience. Tomorrow morning as we go into the sessions, you may come up with additional questions. They may mean absolutely nothing, only questions on a piece of paper. If there are questions coming up, fine, if they have some meaning to you. I would rather see the time devoted to discussions among some very, very tired people -- but people who are very committed. I don't know

if it's how questions or why questions or even if that makes a difference. I see right now some progress, but not a _____ lot. We're still talking about placing a person in a position and putting that person down on a piece of paper to meet a quota. That's only part of it. But if we did all that and we found out about the jobs out there waiting for people to get into, then what? Educators here can hardly work any harder, why then aren't we succeeding more. There's something that we're not addressing. something very, very important. I don't care what the sessions are like tomorrow. We're trying to get something out of this conference that addresses what an appropriate education is all about and disseminate this across the nation, to people back in your districts and agencies. That may make a difference in terms of your attending the conference. If the people back home read the same material they've been reading for the last umpteen years, they're going to become even more disenchanted. I don't know, maybe we don't have the capacity to create something out of whatever this diversity is. We've got to do more than we are doing. I'm tired, but I don't apologize.

APPENDIX III

SAGE NOTES

NOTES

VOLUME 3
NUMBER 2
SUMMER, 1979

Special and General Education Leadership Project

SAGE Activities

The Collaborative Leadership Conference held in Cincinnati, Ohio July 12-14, 1979 was the "final" activity of the Special and General Education Leadership (SAGE) project. This conference brought together individuals from a variety of disciplines to explore issues in exceptional education and the worlds of work. Most of the 45 participants prepared working-papers for the conference. The authors were from the fields of education, social science, science, business and industry. A major task of the conference was to work on group activities and formulate questions that bridge the gap between technical and mechanical issues of compliance and sociocultural and political forms of access for the handicapped.

Exciting activities have resulted from the conference, ranging from business and industry linking up with LEAs in efforts to promote access for handicapped to the worlds of work, to handicapped professionals serving in "consultant" and "model" roles in LEAs. There are plans among many of the par-

ticipants to continue to make use of the knowledge and understandings that were developed and human resources "found" during the conference.

This final issue of the SAGE Notes, in addition to other articles, will include excerpts from some of the working-papers prepared for the conference. All of the working-papers are included in the Final Conference Report. This report will be sent upon request while the supply lasts. (SAGE Project, UCEA, 29 West Woodruff Ave., Columbus, Ohio 43210)

Thanks to all of you for your interest in and support of UCEA's efforts to promote the integration of exceptional and general education leadership. We believe an important step has been made to promote this integration and look forward to working with many of you in our continued efforts to provide the least restricting conditions for all exceptional children.

Ellen Herda
Sage Project
Coordinator

SAGE Conference

Introductory Address

Kenneth Wyatt
Georgia State University

What are the implications for the handicapped in the future relative to access to equity? Bill Geer, recently deceased, Executive Director of CEC for the past 18 years, in an address in the CEC Convention in Atlanta in 1977 suggested that the major frontier was to influence the attitudes of the general public toward full and non-bias acceptance of exceptional persons. Levine, back in 1961, theorized that the major problems to be encountered would be those brought about by the differences between defining attributes (by defining attributes he meant how society perceives the value the capabilities of the handicapped individual) and criterial attributes. This refers to how the handicapped individual himself perceives and values his own capabilities. The wider the divergence between those two sets of attributes, the greater the problems we were going to encounter.

It would appear to me that we are currently at the crossroads to whether the handicapped will in fact be given full membership in society. The most optimistic view of the future is perhaps that contained in a recent article by Saffer, Burnett and Hobb. It's contained in the latest issue of "Focus on Exceptional Children" put out by the Love Publishing Company, and it is really a report of a panel exploring the future impact on services for the handicapped in respect to value, economics, social institutions, technology, and medicine. One of the panelists postulated that, first of all, society is changing with less emphasis being placed on economic rationality in which social contributions are measured in economic terms, and greater emphasis being placed on the

quality of life. He says there is growing evidence of self-actualization with individuals being valued more than their economic productivity. The past two decades have seen an extension of equality and rights to numerous minority groups. This would correspond quite closely with the theory of Dale Galbreath and Churns who hold that there is a change now from an industrial to a post-industrial set of values--that service occupations are now outstripping production and for the first time society is able to support such service. There is greater acceptance of the longer lasting dependence dependences of children on parents, of the employed on society, of the handicapped on society. Now, the alternative view, however holds that the current held belief system is going to continue into the future. That the potential economic slowdown combined with self-preoccupation could in fact result in increased competitiveness and conflict amongst individuals. There'll be less interest in extending rights or equality to the groups outside the mainstream and that there will be continued evaluation of others in terms of actual or potential economic productivity.

In conclusion, I think the value of a conference such as this one is that it allows us to ask the questions that need to be asked without being under any particular pressure to solve the problems. And I doubt we're going to solve many problems during the two days that we're here. Some of the questions that I think we can well look at include the following: Will better understanding of the handicapped and their needs lead to a greater acceptance by society? Can or should we attempt to improve public attitude by systematically impacting on the education of curriculum in general education? What will happen if or when an economic recession occurs? And how can we make it less traumatic for the handicapped minorities? Should we continue to earmark funding for the handicapped? How can we best bridge the gaps existing between education and the worlds of work? As we move beyond technical compliance, it becomes evident that the issues will have to be cooperatively addressed by all the groups that are represented here today--applied social science researchers and

evaluators, business/industry people, general education administration, special education administration, multi-disciplinary professions, policy analysts, state and local education administrators. None of these can assume full responsibility for the problems, but all are going to have to share some of the responsibility.

I would add that I think it's time that we begin to do a better job of examining the variances that operate in our society, rather than the central penances, that we begin to emphasize the positive aspects that may be associated with divergence, that we begin to look at individual problems on a rationale basis rather than to get bogged down on the global problems.

Weaving the Fabric of Generalist-Specialist Leadership Training *

*Daniel D. Sage
Syracuse University*

The normative pattern for leadership training programs has been characterized by a sharp distinction between the course of studies followed by special education versus general administration students. While the identity of general administration students has been clear--they had no association with special education curricula--the identity of special education administration students has been much more ambiguous. Carrying at least minimum credentials both as educational administrators and as special instructional technicians, graduates of special education administration programs could be distinguished by the duality of their orientation. This preparation would seem to serve well those persons who wished to assume positions carrying a major responsibility for special service delivery. The preparation in general administration programs likewise serves adequately for positions in organizations operating under a structure that maintains separation between special education and the mainstream. The normative pattern fails to optimally prepare administrators for organizations committed to (or which might be ready for commitment to) a full service continuum for all children in least restrictive settings.

An administrative training program which

would better fulfill such a need must be structured so as to likewise provide a continuum of curricular emphasis between general and special education. That is, it ought to be possible for a student of educational administration to secure a program of preparation which includes a little or a lot of exposure to either side of the regular-special dichotomy. Furthermore, such a program should be undertaken systematically, with the components determined in accordance with differential career objectives, rather than by hit-or-miss idiosyncratic selection. A sequential and hierarchical ordering of course and other experiences should guide the differentiation of program among those who are planning to pursue varying proportions of special and general preparation.

For example, particular experiences which may be most appropriate for the professional development of future special education directors may not be ideal at any stage of the preparation of future school principals or district superintendents, even though the intent may be to have such general administrators acquire certain specialist skills, knowledge, or attitudes. The arranging and sequencing of experiences may require different components from those used

at any point in special education training.

In view of the current consciousness of special education concerns, planners of total administrative preparation programs may be inclined to include a special education requirement as a part of a "core" of experiences for all trainees. While this may seem entirely logical, it also opens up the problems inherent in the establishment of any universal requirement. Even when the rationale for a requirement is totally evident, it tends to be resented as a constraint on individual freedom of choice. If the purpose of the requirement is at all in doubt, it is seen as a "lay-on" and even more resented. Core requirements generally must bear the test of being sufficiently "common" to the needs of all persons potentially involved. Since there are few specific areas of knowledge which can meet that test, core requirements tend to be rather few in number and limited to broad scope topics. As most special education courses have been organized, they probably fail to meet the test of sufficient universal breadth. The values ascribed to flexibility and freedom of choice in the individualizing of preparation will probably "win, hands down" over the argument that special education issues are a necessary part of "common" learnings.

On the other hand, experiences might be developed which would constitute not a blend, but a hybrid component for the full curriculum. That is, a course (or courses) and/or other field experiences (practical, research, etc.) designed to contribute most to preparing school principals, other central office supervisors, or district superintendents for the issues they must understand which pertain to special education, might be approached from a much broader context. For example, topics such as human variance and minority group attitudes, as they apply to the multiple dimensions of race, ethnicity and sex, as well as to handicapped persons, might provide a better mechanism for getting at these issues than a course designed for special educators on the psychology of disability. In a similar fashion, the topic of procedural safeguards (due process, rights of notification, impartial hearings, etc.) may be approached from the standpoint of legal issues that

apply across all populations, rather than as an issue for special education. The issue of equity in the financing of education for pupils of varying educational needs may likewise be approached from the broad perspective of equalization mechanisms, (to compensate for variance in both resources and need) rather than as the particular case of financing special education.

In summary, the problem of achieving appropriate preparation for both general and special administrators is to weave a fabric of program which will permit the selection or prescription of components for a wide variety of leadership roles and functions, while insuring a good fit for the trainee with a minimum of mismatches or gaping holes in the resulting garment.

*excerpted from conference working-paper

REFERENCES

1. Proceedings of the National Conference Common and Specialized Learnings, Competencies and Experience For Special Education Administrators, (Austin: University of Texas, 1969)
2. General-Special Education Administration Consortium, a project funded by the Bureau of Education for the Handicapped, U.S. Office of Education, administered by the University Council for Educational Administration, 1971-74.
3. Special and General Education Leadership Project, a project funded by the Bureau of Education for the Handicapped, U.S. Office of Education, administered by the University Council for Educational Administration, 1976-79.
4. Thomas J. Goodman and Daniel D. Sage, The Status of Relationships Between Departments of Special Education and Educational Administration, (Columbus, Ohio: UCEA, 1973)



William Greenfield Co-Editor
Daniel Sage Co-Editor
Jack Culbertson . . . Project Director
Ellen A. Herda . . . Project Coordinator

The Importance of Human Variance in the Least Restrictive Environments *

*S. Phyllis Stearns
Radio-Biological Researcher
Argonne National Laboratory*

Statistical constructs and categorical labeling result in educational systems that fail to adjust to individual needs. The reluctance to recognize the individual capabilities of those of us with some physical limitations (this author was born with cerebral palsy) stems in part from what have been termed attitudinal barriers. The result is a failure to accept those perceived to be different in some way. Society does not fully understand the kinds of limitations involved in the various handicapping conditions. Out of this lack of understanding has grown misconceptions, prejudices, and stereotyped ideas of abilities and disabilities. In large part the segregation to which the handicapped have been subjected, both as students and later as adults attempting to find employment and a useful role in society, has served to fix and to potentiate these mistaken ideas. But, as has been said, "Society achieves the kind of excellence it values." Historically, the records show that little indeed has been expected from those who have some obvious handicap. This attitude is used to justify society's failure to provide essential opportunities to those who are different in some way or another, and so creates situations that perpetuate the handicapping condition. So many aspects of the problems facing handicapped children, and handicapped adults as well, have their counterparts in the problems of racial and ethnic minorities, and of women, in our society.

Much as been said, e.g., in connection with Section 504 of the Rehabilitation Act, about the role of architectural barriers in limiting the participation of the handicapped

in all aspects of our society. Even more important, however, is the role of attitudinal barriers--social and psychological ideologies. Handicapped persons know from experience the problems encountered in attempts to achieve equal opportunities within our educational and social structures. They want to move ahead to accomplish the task, to act to fulfill their need for equal opportunities. But resistance to change is a common trait of organizations, including educational systems. So the non-handicapped leaders of organizations stress the need for reason and schedule more conferences to discuss questions such as "How are these needs to be approached?" But we know from successful experiences in mainstreaming that we need to deal with persons (people problems) rather than theoretical constructs, in order to get on with the immediate problem, which is the critical need to provide quality education to the handicapped child. Novel approaches by innovative educators can be expected to most successfully meet the needs of persons with individual differences. Numerical scores derived from rigid testing procedures frequently fail to provide meaningful guidelines for appropriate educational plans what is needed are descriptive evaluations of individual abilities that can accommodate the entire spectrum that exists within the human species.

The most important element in achieving the least restrictive education of the handicapped child is development of a cadre of administrators and teachers who understand the nature of handicapping conditions, who are sensitive and innovative, and who have initiative to adapt to a few special needs.

Practicing teachers can be especially effective in training teachers. Of course this requires a class that contains handicapped students! This method has a high probability of success, for teachers are more willing to try by themselves what they know their peers have done successfully. In this connection, effective use can be made of a resource group of handicapped persons, such as is listed in a recently published director of handicapped scientists.¹ Members of this group not only can, but are anxious to serve as role models and to aid teachers in adapting lesson plans. Since it appears that "teachers teach in the way they were taught," it is necessary to emphasize the teaching of handicapped children in connection with the preparation of regular teachers, not only those teachers involved in special education.

While society tends to emphasize the limitations imposed by the handicapping condition, the handicapped themselves view their disabilities as important only in connection with one or a few of the usual daily life activities. In all other activities the handicap is not a factor. As a result the disabled frequently ignore their handicap until they encounter a barrier created by the non-disabled society. The question of why society fails to provide for the basic needs of the physically handicapped, e.g., an accessible environment and transportation system, as well as the right to equal educational opportunities and employment-- seems to have no ready answer. Perhaps our society is unable to distinguish between different and inferior.² This speculation does have foundation in reality, for I who am in a wheel chair am routinely treated by flight attendants, shop keepers, waitresses, and even some of my scientific colleagues as if I were incompetent to answer a simple question for myself. Common questions are directed to my companion who is assisting me. While I readily admit to an average level of paranoia, I still find amusement in the look of surprise by a visitor to my office when I respond to his/her question of where he/she can find Dr. Stearner.

The diversity provided by the resources of the handicapped members of our society can enhance the quality of life for all citizens. Yet the educational system is frequently not

prepared to serve the "special student" who needs and deserves more than the limited educational opportunities provided by so many of the special educational programs. The Collaborative Leadership Conference offered hopeful signs, that at least some school districts are becoming aware of the deficiencies in their programs. They recognize that they are not adequately serving the "exceptional" student, that, for the most part, counselors are not only untrained but unaware of the abilities as well as the needs of physically handicapped, that teachers need greatly increased opportunities to interact with physically handicapped students who have a wide range of disabilities, and that advice and guidance must be sought from physically handicapped "role models." The input from successful handicapped persons who have made it in terms of a career as well as an education is essential to increase awareness and sensitivity of teachers as well as counselors. Such participation is also essential in providing role models for the handicapped students in the group, even if they are being mainstreamed.

*excerpted from conference working-paper

REFERENCES

1. Owens, J. A., Redden, M. R., and Brown, J. W., 1973. Resource Director of Handicapped Scientists. American Association for the Advancement of Science Publication 73-13, Washington, D.C. 20036.
2. Bove, Frank, 1978. Handicapping America: Barriers to Disabled People. Harper and Row, New York.

Special Education as Viewed by a Public Administrator

*Eleanor L. Levine
Dade County Public Schools, Florida*

The Decision-Makers Involved in the Development of Exceptional Education

As Richardson states in Public Administration in Government In Action, "Interest groups differ in many ways, such as size, resources,

organizational cohesiveness, intensity of commitment, strategy and tactics, political skills, and proximity to the handles of power."

Social maturation took place following World War II and parents across the nation began to organize local, state and ultimately, national organizations. Professional people were turned by the force of parent activity. Parents wanted immediate action in the manner of treatment centers for their children. Professionals knew that treatment had to come after research which takes time. The parents raised money, both for treatment centers and for research. They even stimulated government organizations for new legislation to provide funds for research, professional training and treatment. For instance, a large national program of research in mental retardation, initiated by Congress and placed under the Department of Health, Education and Welfare in 1956, was largely the result of parent influence. This program which was supported by professional organizations and individuals throughout the United States, has continued and expanded to include all aspects of the area of exceptionality. Through P.L. 85-926 and its amendments in P.L. 88-164 and P.L. 87-276 vast programs of teacher education, research, leadership preparation, facilities grants for demonstration centers and clinical facilities, were made in the United States. This federal legislation was a historical milestone leading to vast changes in Special Education. As Rivlin states in Systematic Thinking For Social Action, "the federal government should take the leadership in organizing, funding, and evaluating systematic experiments with various ways of delivering education, health and other social services."

During the late sixties and seventies, it became evident that although public schools have the responsibility for the education of all children, the handicapped children who had been legally excluded from public supported education had had their civil rights denied them under the 14th Amendment of the United States. The Equal Protection Clause of the 14th Amendment to the Constitution was used in class action suits in state and federal courts as the basis for challenging the exclusion of any children from public supported educational

services. What was contended was that if a state educates some, they must educate all. If a child was excluded for any reason, then that child was entitled to all the due process safeguards of the U.S. Constitution. Mills vs. Board of Education of the District of Columbia and the Pennsylvania Association for Retarded Children vs. Commonwealth of Pennsylvania were landmark cases which not only held precedent for the education of all children in other states, but also gave meaning to mandatory provisions.

The Result of the Developmental Process

In 1975, the president signed into law The Education Of All Handicapped Children Act (P.L. 94-142) which provides a free, appropriate education to all children regardless of handicapping condition in the least restrictive environment. All schools in the country, including the Dade County Public School System, immediately started to gear up to provide special education provisions for all children with handicaps. This included classes for profoundly retarded youngsters who had formerly been in Sunland Training Center. The provision of inservice training classes and specialized materials (which is the responsibility of this participant) has been of highest priority in preparing special education teachers to meet this new challenge. In addition, the mandate for "least restrictive environment" has many mildly handicapped children returning to regular classes in the mainstream of education. Consequently, additional training must be provided for regular teachers to be able to utilize special techniques, strategies and materials for working with these youngsters. As Mosher states in American Public Administration: Past, Present, Future, "one must appreciate that the partial success of various causes now brings them partially within the 'establishment,' civil rights, racial equality, environmental protection, consumerism, women's liberation, and other causes have changed laws and created new administrative arrangements to advance toward their goals." Special education should be included in this list.

Compliance with P.L. 94-142 was a means of

appropriating federal funds to local school systems for providing services to handicapped children. As Sundquist states, "Achievement of a national objective requires close federal control over the content of the program." A system of monitoring these programs was included in the federal regulations. However, for a time the State of Florida was not in compliance, since the federal law was in conflict with state law. Florida felt that its state's rights had been violated. During that time, the local school systems still had to comply with the federal law. This occurred because Section 504 of the Rehabilitation Act, overlapped with P.L. 94-142 and non-compliance with that act might have caused the state to have lost all federal funds.

Finally, it has been noted that one of the principal trends in American public administration has been that of a new social awareness. For example, Warren G. Bennes states, "a new social awareness is required by people in organizations along with its spiritual ancestor, self-awareness. The only viable way

is to change their culture, which is a system of beliefs and values, an accepted form of interaction and relating." At least now, a "social awareness" has emerged for the handicapped. This change is resulting in quality care and programming for all handicapped individuals.

REFERENCES

1. Bennes, Warren G., Organizational Development: Its Nature, Origins, and Prospects; Addison-Wesley, Reading, Mass., 1969.
2. Gawthrop, Louis G., The Administrative Process and Democratic Theory, Houghton Mifflin Company, Boston, 1970.
3. Mosher, Frederick C., American Public Administration: Past, Present, Future, University of Alabama Press, Alabama, 1975.
4. Richardson, Ivan, L., Public Administration: Government in Action, Charles E. Merrill Publishing Company, Columbus, Ohio, 1976.
5. Rivlin, Alice M., Systematic Thinking For Social Action, Brookings Institution, Washington, D. C. 1971.
6. Sundquist, James L., Making Federalism Work, Brookings Institute, Washington, D. C. 1969.

Administrative Advocacy - An Essential Factor in Mainstreaming Success

*Carol A. Sivage
University of Oregon*

A recent study in Oregon attempted to assess the impact that administrators may have on mainstreaming programs in public schools. Mainstreaming is the mandated integration of handicapped children into the "least restrictive environment" as a result of Public Law 94-142, the Education for All Handicapped Children Act of 1975.

The new demands created by mainstreaming conflict with both the historical treatment of handicapped children and with the present context and organization of public schools.

Therefore, providing the least restrictive environment to the handicapped requires major changes in school organization. Literature on change and innovation suggests that characteristics of school administrators and school organizations play important roles that facilitate or impede change.

The Oregon study surveyed one hundred elementary principals and special educators regarding the effectiveness of mainstreaming in their schools in order to identify factors that were correlated with success.

Principals who were rated as advocates of mainstreaming were significantly related to successful programs. These principals have knowledge about the handicapped, participate in IEP meetings, have regular contacts with special educators and special education children, and have positive attitudes about mainstreaming in their schools. Effective communication networks exist among the principal and special educators in schools with successful and effective mainstreaming programs.

Other factors found to be highly correlated to effective mainstreaming programs, are (1) clearly understood goals of the mainstreaming program and (2) high levels of staff knowledge about the program. In successful mainstreaming schools, teachers tend to have the overall view of the program. The staff and administration clearly and unambiguously understand what mainstreaming will mean to them. Teachers understand how their jobs and roles will change because of mainstreaming. In schools successfully providing least restrictive environments for exceptional children, communication and information networks are well established. The study goes on to speculate on possible roles that principals may take in providing the least restrictive environments for exceptional children. Building level administrators are in a position to command an overall view of the school, and the complexities inherent in the implementation of mainstreaming. Principals could assist in

the clarification of goals and develop and arrange resources for implementation. In short, they could serve as facilitators where implementation requires major organizational changes in structure, materials, role relationships, knowledge and attitudes on the part of organizational members.

Principals could also serve as translators and arbitrators between general and special educators. These groups may have significantly different goals and objectives regarding the implementation of mainstreaming. Principals, because of their leadership role, could reduce conflict and assist with the formulation of clearly stated and unambiguous mainstreaming goals.

The Oregon study concludes that resistance to an innovation as complex and inclusive as mainstreaming is natural and normal. Mainstreaming requires changes in long-standing attitudes, beliefs, and practices regarding handicapped children. Provision of the least restrictive environment to handicapped children necessitates changes in materials, structure, attitudes, and knowledge on the part of every member of an organization. School principals may be in the position to facilitate these changes, and reduce the natural resistance to change.

For more information about the findings of this study contact Carol A. Sivage, College of Education, University of Oregon, Eugene, Oregon 97403.

SAGE and Beyond

William K. Wright
Metropolitan Public Schools
Nashville, Tennessee

This is an excerpt from the opening remarks at one of the SAGE LEA training conferences. It addresses the integrative and collaborative approach which is one of the most important aspects of successful P.L. 94-142 implementation.

In most secondary schools the team consists of the principal/assistant principal, regular teacher, perhaps a special education teacher, guidance counselor, psychologist. Every member of this team has already participated in a conference or conferences and/or has had an orientation session. The school-based team must be the coordinating group which gives leadership to delivering the optimum services to all children in a particular school building--and particularly to the exceptional child via the mainstreaming process. Your goal, therefore, is to design a plan which can be used in the local school to improve the effectiveness of programs for the exceptional child or youth.

UCEA and the Administrative Staff of this school system believe that the effectiveness of our planning can and will be enhanced in quality via well-designed staff development activities which are made possible through the SAGE grant.

The step-by-step process of the SAGE conference during the past three years, has led directly to the classroom where it all begins. We've known from the first that without the classroom teacher's best efforts in the delivery of services all other efforts are futile. The job is too great for one professional working singly--there must be joint efforts. You, who make up the teams as participants in this conference, have a most important responsibility in that of developing an action plan for mainstreaming. If mainstreaming is seen as a team effort by the school faculty--success is much more likely. This is the chief reason why conference leaders throughout all the sessions shy away from suggestions on what to do--but rather guide participants in a procedure whereby together they find ways of reaching the goals and objectives of the sessions.

We must develop an awareness that this undertaking (i.e. implementing P.L. 94-142) is a part of ALL our jobs. WE'RE ALL IN THIS TOGETHER!

We can't operate from separate turfs or power bases. Every person in this room has a professional position because there are children of public school age which must have available to them educational programs. WE WANT THEM TO HAVE THE BEST. I recall very clearly when the two school systems merged, the status of instructional services--especially those we now refer to as pupil personnel. These services were separate entities--department of attendance, of guidance, of psychology, of social work, etc. We began the team concept which today we take for granted. I am very proud that, today, May 8, 1979, when we say pupil personnel, we mean team--in fact there are twenty teams now in operation.

I believe you participants can demonstrate how well teams can not only devise a process--a plan--but also can provide the leadership in the 10 local school buildings represented here today with a model for optimum delivery of service to mainstreamed exceptional children. The key to the future lies in our working, planning and implementing together your plans provided at the conference. Let's not forget where we are, perhaps even who we are. Let's give all we have for the best educational plan we can devise for our children.

UCEA
29 West Woodruff Ave.
Columbus, Ohio 43210
1200-990102-361

THIRD CLASS MAIL



NOTES

VOLUME 3
NUMBER 1

SPRING, 1979

"TRY IT, YOU'LL LIKE IT":

A LITTLE BIT OF NEW YORK IN THE TACOMA PUBLIC SCHOOLS

"If you can't sign at my school, you're handicapped." That's what Bob Romberg, Principal of Tacoma's (Washington) Birney Elementary School, told others who were attending the latest UCEA/SAGE workshop for principals. The workshops offer an opportunity for principals to share programs operating in their buildings and at the same time to voice concerns to the school district's special education administrators so that solutions to problems can be found.

Romberg says it's difficult to separate out the regular school program at Birney from the program for the hearing impaired students. He welcomes visitors to his school. Inclusion of handicapped students in regular classrooms is a way of life there. "Youngsters who are hearing impaired are found to be an asset in any classroom," Romberg remarks. The evidence of that shows in the number of Birney teachers who have learned to use sign language in their classrooms. In addition, the school's special educators and their students come into regular classes and teach sign language to their peers.

"Eighty percent of the youngsters here have learned to sign," Romberg says, adding that inclusion doesn't come easy. "The staff has to work on it and it's hard work. More importantly, it's a commitment."

A frequent happening in Birney classrooms are contexts between hearing and non-hearing students. Hearing children must

watch the teacher and interpret what has been signed. The non-hearing students must try to verbally express what has been communicated. "Birney is a total communication school," Romberg explains. "That means that non-hearing youngsters are taught to sign and to speak the words at the same time."

Romberg believes that his students might not be able to define the words "inclusion" or "mainstreaming," but they will tell anyone they enjoy the language contests. The youngsters who can hear say signing is fun and learning it allows for more friends. The two groups are playing more together now because they can communicate. "I've always wanted to talk to her," says one student. "Now I can and it's great." Other students at Birney feel the same way. One youngster signed to a visitor that "learning to sign cuts down on noise pollution."

Romberg is quick to say he feels he's the only handicapped person in the building because he doesn't know sign language. He didn't enroll in the Wednesday evening class like 85 other people did because he plans to retire this spring.

The class, which is taught by teacher from the school, is offered to parents and district staff. Bus drivers, food service workers, educational secretaries, teachers and

paraprofessionals who work with the handicapped are enrolled.

Romberg is an advocate of merging special and general education together whenever possible. "When classes are shared by both handicapped and non-handicapped children together, the students become sensitive to each other and that's good," he says. "We know from what we hear from parents that their youngsters in the regular school program are enjoying the relationships with the hearing impaired students. The same applies to the parents of those who are handicapped." He believes it's a principal's job to search for ways to include students with handicapping conditions into the regular school program whenever it's appropriate.

"Inclusion, where appropriate, may fulfill some of the child's needs," Romberg told the group. "As a principal, you have to ask yourself: Do teachers of the handicapped teach ALL the kids? Do teachers in the regular classrooms teach ALL the kids? Do the handicapped at your school receive ALL resources available to them?"

Romberg feels that it's the principals who have to be the leaders when it comes to inclusion. "Include ALL kids in ALL activities whenever possible," he says. "Bring your staff on board. We have an obligation to work out a program for all students. Try every way that you can. Your staff members need to realize the benefits of inclusion. Work with them to make it work at your school. When they try it, he concludes, "they'll like it."

A Note From the Editors

This issue of SAGE Notes has been designed to provide a perspective on a three-year project during its final year of operation. To develop that perspective, we have called upon the assistance of one of our students to review the records of the past year and attempt to draw some summary impressions. Ms. Ann Pia has produced this summary, exerting reasonable editorial license in excerpting from transcripts and notes from a sample of recent conference presentations.

REGIONAL PLANNING MEETINGS OF THE UCEA UNIVERSITY-SCHOOL SYSTEM PARTNERSHIP: EXCERPTS FROM SAGE REPORTS

Ann Pia

*Doctoral Candidate
Special Education Administration*

During the Fall, 1978, representatives of the SAGE (Special and General Education) Project participated in regional planning meetings conducted by UCEA at a number of sites, including Kansas City, Detroit,

Atlanta, New York, Tacoma, and Syracuse. The purpose of the meetings were at once informational—to explore the extant operation of the partnership as it is exemplified by the SAGE Project—and projective—to

explore alternative directions for the Partnership over the next five years.

In order to reflect the status of the SAGE Project, we have extracted from the transcribed presentations certain items which may be of interest to the reader.

Alex Sergienko, Tacoma Superintendent, while speaking at the Kansas City meeting, October 16-17, commented as follows:

Through the Partnership, which includes UCEA, several universities, five school districts and one state education department, a grant was obtained from the Bureau of Education for the Handicapped, for the SAGE Project. Public Law 94-142 was an opportunity for a common activity around which the partnership could take form. We had something that would take us beyond the talking stage where he had been in 1974-1975. There was urgency in the Federal legislation and there was a great deal of interest on the part of UCEA and the school districts in having something concrete with which to work.

The SAGE Project provided funding for administrative staff development activities.

We have had some very specific activities supported by SAGE. For example, building principals and administrators of special education attended two-day retreats. During these retreats, awareness and information needs were addressed.

We're beginning the third year of the SAGE project. I see in Tacoma the benefits from it because the school principals who might have been reluctant about according handicapped children their full rights and privileges under the law are now becoming energetic advocates of a fair break for handicapped children. I think the administrators of special education are now perceiving the problems

of general administrators a great deal more accurately as a result of exchanged information and, indeed, as they have come to know each other.

Henry Bertness, Assistant Superintendent at Tacoma, reported on SAGE at the Tacoma Regional Meeting, November 27-28:

Objectives:

The SAGE Project has three focal points for us in Tacoma. One was the integration of handicapped children with all other children and vice versa. The second was the needs of the principals. Third was the development of the team.

We designed a very simple system of staff development for principals, investing in principals as the building leaders that they are. I'm almost embarrassed to share this with you because it is so simple; and yet, it succeeded. We wanted to communicate P.L. 94-142 to help the principals and the rest of us so that we would move progressively through certain interrelated stages: the awareness of the law, commitment to what the law says (actually to the conceptual stuff whether it's in the law or not), implementation of P.L. 94-142 in their schools and diffusion throughout the system.

Staff Development:

We decided on these guidelines:

1. Groups would not exceed 30; they would be composed of principals, special educators, several persons from general education and a state department person.
2. Workshops would be held away

from Tacoma, schools and telephones.

3. Workshops would be structured so that principals who participated would go away saying they had worked hard.
4. District leadership would be used rather than outside "hotshot" leadership. There have been several positive spin-offs of that approach.
5. Participation was made mandatory. We pulled it off with the cooperation of many people.

Goals

We arrived at some goals we would like to share.

1. Each student should be included in general education—no exceptions. We feel that is workable.
2. Appropriate education is designed for each child. That may mean that the handicapped child goes out of the classroom for certain things. It may mean that some people (specialists) go into the classroom where the child is. It may mean that the child spends most of his time in another setting.
3. We feel that special education has to be totally funded from categorical funds.
4. We are going to push for one label for all handicapped children. The one label is "learning disability." This describes the reason that something different should be provided for the child by the educational system.

The task is continuing, vague and general. It requires everyone's good will.

A Note From the Editors

The history of "Progressive Inclusion" in Tacoma was discussed in SAGE Notes, Vol. No. 5.

Wylamerle Marshall, at the meeting in Atlanta, November 1-2, spoke about the SAGE Project in terms of its impact on Dade County.

Assessment and Training

After coming aboard as District Executive Director of Exceptional Student Education, my task was to do an assessment in terms of where we were in complying with P.L. 94-142. We felt that it was our responsibility to design a needs assessment instrument that would get at the heart of the concerns of all administrators in both general and special education. There was quite a bit of hostility around the state of Florida among legislators and educators who did not understand that a whole new turf was being built. We were going to have to come together with a whole new model in terms of a design for the education of children. SAGE offered a unique opportunity for providing us with additional staff and funding to do those things we were not programmed for doing, to work in the area of attitudes. We pulled in people from outside the system who were relatively unknown to our personnel to provide common learning experiences for general and special administrators.

The first year's SAGE Project (under the direction of William Malloy, currently at Milwaukee Public Schools) was a training model for school based child

study teams. The following year, workshops were provided to train administrators in this model. (A report of these activities was included in SAGE Notes, Vol. 1, No. 5.) I have mentioned that the funding, though minimal, certainly went a long way in assisting us in getting administrators away from their daily tasks and out of school settings where we could pull in state department people and others to plan cooperatively for a more viable delivery of services to exceptional students. At one retreat we were able to use training materials on due process, supplied by Richard Weatherman, University of Minnesota, who was serving as a SAGE Program Associate. We got into examining what the federal law says and realized that the State of Florida was already doing much of what was required. There was a build-up to the point at which we were ready to say that we in Dade County are indeed in compliance.

Partnership

My concern at this time is that UCEA not drop the original intent of the SAGE Project. We are into the third year and I think we're just learning the value of it. We're just learning to communicate—to pick up the telephone and feel comfortable that there are a number of persons within the Partnership who will give you what you need and can come to your aid when you need it.

In terms of the Partnership, other school systems have come in the network. They have

observed and they have exchanged information. We have sent people into Partnership school systems. We have shared information and sent materials by mail. We have a very close relationship with local colleges and universities.

We have expanded upon the idea of the Partnership arrangement, tying into the intent of UCEA and the President's Urban Policy Development Program. Our superintendents and administrators are engaged in what we call Dade Partners. This is a partnership arrangement with business and industry. They are wearing bumper stickers that say: I Am A Dade Partner. Partner in the education of children.

What SAGE is doing has caught on. It's just that we need a little more time to complete the process. In trying to link up with Partners around the country, we are finding that there is an absence of the linking feeling among local school districts.

Evaluation

We've entered into another kind of linkage system this year in exceptional student education. And again this is sparked by my contact with people in the Partnership. Our exceptional student administrative team is currently visiting schools in the area—elementary, junior and senior high schools. We have identified a ten-component audit program that we are going to use. We feel that if the Federal Government is going to be coming in to do this kind of thing, let's do it first. It is developing a unified spirit among the Department



of Exceptional Student Education and among general education administrators. They know that if one of the school's components is found to be discrepant or weak, there is the name of an individual who can be called and who will immediately get out to the school to provide technical assistance.

What are the benefits of SAGE?

We have recognized that there are good things happening around the country and there are key administrators around the country who have exemplary programs. And you reward them, by saying yes, we do recognize it and there are some people over here who need you; would you mind sharing your expertise?

Lowell Harris, Assistant Director for Policy and Personnel Development, Division for Exceptional Children, North Carolina State Department of Public Instruction, presented his observations at the Syracuse Regional Meeting, November 16-17. He reported several recent activities sponsored by the State Department and the SAGE Partnership Project. He noted that the SAGE Project has been a "catalyst" in that it has stimulated the State Department of Public Instruction to sponsor several integrative staff development activities focusing on the delivery of instructional services to exceptional children. Examples of SAGE activities include:

- Administrator exchange arranged by the State.
- State staff development through special contracts with universities.
- Surrogate parent training.
- Comprehensive systems for personnel development.
- Drive-in Conference for School Principals.

This is only a partial list of activities. The success realized and interest shown have made this training a major priority in the Division for Exceptional Children to be continued in the future.

Harris explained that the SAGE Project did not take a lot of money, but did take a change in commitment by the Department of Public Instruction. The SAGE Project was described as a "mechanism for interchange and exchange which has been far more successful than traditional workshops. Harris cited "relationships" as the key in the Partnership, i.e., both university and LEA needs must be met as they emerge. One of the objectives of the training for principals was to create common understandings among all building level administrators and special education leadership in relation to instructional needs of exceptional children and resources available to the system in order to design and implement effective staff development plans for all instructional personnel.

The concept of a Partnership varies greatly according to Harris—much progress can be made in a short meeting if a "helping" relationship exists. The Partnership is quite advantageous in North Carolina in that it spreads and widens the base of responsibility. For example, Harris said, "...intentionally the purpose of the workshops has been training principals about particulars and about training others. so they become a double-barreled resource."

(A complete overview of the North Carolina experience can be found in SAGE Notes, Vol. 1, No. 4.) "Inservice Training of Principals and Parents" contains a complete discussion of the training model and the contents of individual components.

Bill Malloy, Assistant Superintendent the Division of Exceptional Education

and Supportive Services of the Milwaukee Public Schools, provided presentations on SAGE at both the Detroit and the New York City meetings. In New York, November 13-14, Malloy summarized his observations of the Project's impact:

For too long, universities and school systems have operated in relative isolation from one another. The limited interaction that does occur between them has usually been in the area of student teaching. Rarely has the interaction been extended to incorporate other endeavors, such as joint planning of programs, staff development and the allocation/utilization of resources, even though school system personnel received their preparation at universities and universities are in the business of preparing personnel for work in school systems.

Currently, federal regulations, state mandates and local policies emphasize the need for a partnership to exist between universities and school systems in the delivery of educational services to handicapped children. This partnership has had much difficulty in development because the interactional system between universities and school systems have been traditionally separatist in nature and thus uncoordinated in function.

Perhaps one of the most viable means of precipitating innovative but realistic changes in the educational service delivery system for public school exceptional students has been the Special and General Education Project (SAGE). The SAGE Project, under the auspices of the University Council for Educational Administration, has been in existence for three years and is designed to increase the level of significant interaction between selected universities and school systems.

The writer has been intimately involved with the Project during its three-year existence as a special education administrator in several of the Project's target school systems. Thanks to the SAGE Project, it has been possible to strengthen the relationship between general and special education administrators via the following activities:

- A. Workshops for principals that covered the legal, financial, and programmatic aspects of exceptional education. The workshops were designed, developed, and implemented by university and school system personnel.
- B. Documents that facilitate appropriate programming for public school exceptional students. The creation of such documents entailed university and school system input.
- C. Assistance from university personnel regarding data management techniques, inservice activities, and research endeavors.
- D. Conjoint program planning activities between university and school system personnel.

The SAGE Project has provided university and school system personnel with a network of human and technical resources to be utilized in improving exceptional education programs. Obviously, the success of the SAGE Project emphasizes the need for university and school systems to undertake informal and/or formal collaborative arrangements in order to adhere to legislative mandates related to special education.

SUMMARY

Some personal observations of the Editor, drawn from purusing many pages of rough (and not-so-rough) notes, can best be summarized as follows:

The SAGE Project has focused attention on the concerns of the professional staffs responsible for management of school programs. This has been described as stemming from a concern that handicapped students and their teachers be positively received in the schools to which they have been assigned. The "attitude" of principals and other administrators must be positive in order for systems to move.

- People need time to consider the problems and possibilities—time was set aside, and it made a difference.
- People need information to under-

stand the rules under which they are expected to operate (P.L. 94-142 plus state and local mandates.)

- People need information in order to lead in planning and implementing programs in their schools.
- People need to know that there are others who have experience and knowledge that is relevant to their concerns and that those others are readily available and willing to share their knowledge and experience.
- People need to be treated with respect and consideration. In fact, the detailed arrangements for the workshop participants were important. Their time was respected by providing extensive and intensive content at meetings.

* * * * *



William Greenfield. Co-Editor
Daniel Sage Co-Editor
Jack Culbertson Project Director
Ellen A. Herda. Project Coordinator

If you wish to have your name included on the SAGE NOTES mailing list, please fill in the information and return to UCEA. Thank you.

NAME: _____ INSTITUTION: _____

ADDRESS: _____

Return to: Ellen A. Herda, SAGE Project Coordinator
UCEA
29 West Woodruff Avenue, Room 066
Columbus, Ohio 43210

THANK YOU!

NOTES

VOLUME 2

NUMBER 1

OCTOBER 1978

Elementary Principals and PL 94-142: Some Data Bearing on the Problem of Implimentation

Joanne Falinski and Bill Greenfield

During the Spring of 1978 a small group of general education administration graduate students conducted a small-scale investigation of the impact of PL 94-142 on the role of the elementary school principal. The effort was exploratory and sought to understand how principals were responding to the federal mandate and attendant state regulations and what, if any, changes had occurred, or were expected to occur in their orientation to the principalship role. While the six principals we interviewed work in small-to-medium-sized school districts located outside the immediate Syracuse metropolitan area, we propose that the situation we found may indeed characterize the experience of school principals generally. While we hope this is not the case, there is in fact not much systematically gathered data available to inform us on this question. We hope some of the observations noted below will provoke members of the SAGE network and others to inquire further into this matter, and if such information is available regarding the impact of PL 94-142 on school principals in large or small districts, to share that data with the wider community of special and general educators committed to complying with the provisions of PL 94-142 and the host of related state and federal requirements associated with the education of handicapped persons.

local level. It was apparent from our interviews with the principals we studied that the specific provisions of the law were frequently viewed in distinctly unique ways by these individuals. Indeed as Seymour Sarason has stated, "at every step of the way one is dealing with interpretations of interpretations."¹ The variety in modes of compliance ranged from mainstreaming physically handicapped children into regular classrooms to the creation of part-time or full-time resource rooms for learning disabled children. Some districts held Special Education classes in a facility located outside of the school district, others had Special Education classrooms located in a district building separated from the regular school facilities, and some schools had Special Education classes located in the elementary school building itself. In this last case, handicapped children most often tended to be mainstreamed into the regular art, gym, and music classes. In each of the six elementary school situations we studied, the mode of compliance with the provisions of PL 94-142 seemed to be influenced as much by the physical characteristics of facilities and the historical precedents for the district's placement of handicapped children, as by the provisions of the law and the needs of individual children requiring special programs.

It seemed that a major influence shaping compliance with the Handicapped Children Act was the past history of the school

Folklore suggests that the unprecedented scope of PL 94-142 has had a major impact on the lives of public school teachers and administrators responsible for implementation and compliance at the

¹Seymour Sarason. "The Education for All Handicapped Children Act (Public Law 94-142). What Does It Say?" The Exceptional Parent, 44, (August 1977).

It seemed that a major influence shaping compliance with the Handicapped Children Act was the past history of the school district as it related to the assimilation of external change. As a result of the various title programs and other federal mandates, school districts have variously accommodated and adjusted to the influence of the federal government on public education. Generally speaking, schools as institutions have in the past often simply reacted to new federal guidelines rather than planning for necessary changes or thinking proactively about the possible implications of federal and state laws on their current activities and for future educational programs. A common attitude among the principals we studied was voiced in statements such as "all things in time" or "things will settle." It is as if the principals expected that all the fuss over the law and its compliance requirements would somehow disappear or fade into the background, and that they therefore wouldn't have to deal with the complexities and problems accompanying implementation. They seemed more concerned with potential "fall-out" surrounding PL 94-142 than with implementing specific provisions of the law in their school.

For example, these principals expressed a great deal of concern with the extent of parental involvement dictated by the law. Historically, schools have had relative autonomy in dealing with children in the school environment. This new legislation clearly challenges that presumption by requiring that parents be involved in the decisions affecting the education of their handicapped child, and in addition makes the child's parents responsible for examining, shaping, and if necessary, challenging the appropriateness of the school's plans for their child's education. As one of the principals noted, "Maybe in the past we've been a little reluctant to tell the parents what's really on our mind, and now we have to bare the facts right from the beginning." In this regard, the principals suggested that the involvement of parents was not very extensive at this time, that such involvement had never been very great, and that until actual complaints arose or special appeals were voiced by parents, things would continue to

proceed slowly and cautiously, much as in the past. One principal noted that he was working closely with parents and that he believed he was fortunate that "so far, there have been no appeals." One might infer from this statement an attitude on the part of principals that they are more interested in avoiding parent criticism than actively involving parents in developing an appropriate educational program for their child. Sufficient to say that the principals we spoke with were by no means enthusiastic about getting parents involved in determining how the school might best serve their child.

In addition to their concerns about PL 94-142 and the requirement to meaningfully involve the parents of handicapped children in designing appropriate and individually tailored programs, these principals viewed the law as a potential threat to the (apparently) delicate balance between principals and parents of non-handicapped children. A prevailing attitude among these principals was that eventually every parent might feel that they have the right to demand for their children the same individualized attention that the law requires for the handicapped. The principals felt that those parents may well have a legitimate concern, considering all of the time (real and imagined) that implementation of provisions of the law demand from school personnel. One principal indicated his frustration in not having a very satisfactory response to a parent's observation that "you don't have much to do with the talented, the gifted, and the normal children when all of your time is devoted to this" (implementing the provisions of PL 94-142). Another principal speculated about how long it would be before a taxpayer revolt would occur because of the money being spent on children at the "low end of the scale." What would happen if we spent the same amount of money on exceptional kids at the other end of the spectrum? If we dumped the same amount of money into the gifted and talented, what would be the ultimate return to society? None of the principals we interviewed could offer a philosophical or educational rationale that would, in their view, offer a very satisfactory explanation to parents of non-handicapped children voicing these and related concerns. Nevertheless, they felt they should be able to offer some reason beyond "the law" for discriminating among children in the allocation of school resources.

Beyond these fairly general concerns, the impact of PL 94-142 on the principal was not easily discernible. The degree to which specific provisions of the law influenced the day-to-day behavior of these principals seemed to be highly individualistic and situationally specific. Each principal was involved in implementation of the law to the extent he or she wanted to be involved. Their role was influenced indirectly at best, and their activity was more reactive than proactive. More specifically, the principals held what might be termed a crisis-management orientation to the law; when a problem occurred, they acted upon it if it was of sufficient magnitude. It was not clear to us whether such a response reflected their role orientation in general, was a function of the law, the absence of any specific requirements in the law for their active involvement, or a by-product of their experience with externally mandated change programs of the past.

The one area in which all six principals indicated involvement in implementing provisions of the law concerned the development and management of Individualized Educational Programs (IEP's) for handicapped children. Each of these administrators made certain that such plans were written for each handicapped child. None of them were involved in actually developing or constructing the IEP's, nor were they concerned with the overall quality or implementation of the plans. While some of the principals read some of the IEP's, none seemed concerned with their ultimate evaluation. The view seemed to be that since "the letter of the law" does not delegate any evaluative responsibilities to the principal, they do not feel compelled to meddle into the issue of the quality of the IEP's. As one principal remarked, "Normally I do not get involved with the IEP. Of course, if there is a complaint, we take a look at the student's program. So far, no complaints have developed around the IEP's." The philosophy of what one doesn't know doesn't hurt unfortunately

seems to be the perspective these principals take on this matter. It unfortunately seems to be a profitable position for these men and women, especially since it aids in convincing everyone that things are running smoothly.

Finally, in relation to the IEP's, these principals seemed to see no connection between their usual responsibilities for evaluating their teaching staffs and offering an effective educational program for children, and the monitoring and evaluating of IEP's. For example, the issue of evaluating a regular teacher relative to his or her ability to provide suitable and effective instruction for a handicapped child, as well as for other children, simply was not thought of by these men and women as part of the principal's job.

The variance among these principals in terms of their knowledge about provisions of PL 94-142 and the degree of their involvement in implementing this mandate may be attributable in part to the absence of a clear definition of their role. In New York, for example, both the federal and the state guidelines have conspicuously omitted direct mention of the school principal's role and responsibilities in relation to compliance with the provisions of the Education for All Handicapped Children Act. In New York State, for example, the principal has been delegated the responsibility of signing referrals—a task which has the potential for triggering further and more extensive involvement by the principal in the placement process itself as well as in other aspects of implementing the provisions of the law. However, if involvement by principals is in fact limited to the act of signing referrals for placement, if this is the extent of their responsibility as they see it, then the principal's impact relative to influencing compliance with the law will be minimal.

Although the principals we interviewed have essentially interpreted their function to be one of providing the environment for compliance with the law (and it is not clear what this view of their role means operationally), they are unwilling to admit responsibility for the possible success or failure of compliance with PL 94-142 as it relates to the handicapped children in their schools.

* * *

A Perspective on the Search for a Solution

Daniel D. Sage

The situation described in the preceding essay in regard to the status of principals' perceptions of their role in responding to PL 94-142 is, after all, what the SAGE Project is all about. In proposing a partnership between academicians and field practitioners and between special and general administrators, UCEA was responding to the increasingly evident problem of boundaries which typically constitute dysfunctional barriers to optimal educational services for all children.

While the SAGE Project has addressed the possibilities of in-service training mechanisms as instruments for change within systems, primarily through integration of special educator and general administrative knowledge, skills, and practices, the central theme for these mechanisms has been the transmittal of special education content to those whose previous experiences and preparation had permitted them to remain relatively uninformed on such matters. It is not that educational administrators have been any more sheltered from knowledge of handicapped persons than any other segment of general society. Substantial ignorance has been the common characteristic of most of mainstream society. The problem lies, rather, in the fact that educational leaders have not, as a whole, been sufficiently better informed, at a time when they need to be. Closing the gap between the existing status and evolving need for attitudinal sensitivity, knowledge sophistication, and skill attainment among in-service administrators has been the mission of SAGE.

In considering training for school administrators, the distinction between preservice and in-service which holds for teaching personnel does not apply. In effect, virtually all

administrator training is in-service. Persons enrolled in either full-time or part-time administrative training frequently have been or are concurrently employed in educational settings. While formal advanced degree training programs enrolling persons who have not yet assumed administrative positions can be considered preservice administrators, they are almost all in-service educators.

The focus on in-service personnel in SAGE has left unattended the question of scope for preservice administrative preparation. Should basic preservice training for administrators include special education content? For all? For certain roles, e.g., building principals? With what objectives? Covering what issues?

The long standing isolation between special and general administrator training has been the focus of numerous UCEA activities since 1971. The boundary spanning role of the special education administration professor, as well as the students pursuing advanced training in preparation for special education leadership roles has been studied and discussed within a number of forums. The balance of emphasis between special and general content for those trainees has been considered and settled to the satisfaction of most concerned. It has become clear that persons who aspire to special education leadership positions must demonstrate the attributes of credibility both as a technical specialist in the education of the handicapped and as an administrative generalist possessing the same basic competencies as all other school administrators.

But what of the remaining bulk of general administrative career aspirants? Abundant evidence indicates that the flow of curricular content has been almost exclusively "one-way." Most educational administration students proceed to certification and indeed to advanced degrees with no formal or systematic exposure to the issues of education of the exceptional.

rare exceptions exist. In the State of Georgia a recent education law mandates that the initial certification and renewal of certification for teachers and administrators include a specific course dealing with education of exceptional children. This requirement may be fulfilled by either a higher education credit course or by local district in-service, but documentation regarding the exposure to training is required. Other states may have recently adopted similar provisions, but this is still far from typical.

In another context there are instances in which a brief exposure to some of the issues is provided by the "guest lecture" approach within an introductory or survey course in educational administration. Such "one-shot" efforts, constituting perhaps one-fourteenth of a three-credit course within a 24 credit major certification program, must be viewed as the epitome of token attention.

The development of a course specifically for general administrator trainees with the objective of orientation to minimum competency levels" regarding education of the handicapped may offer a feasible approach. Should such a course be required (the Georgia approach) or only provided as an option for those who are interested? An elective course may yield significant results if the image of the offering is sufficiently "attractive" in the box-office sense or if the importance of exposure to the topic is a high priority to students in the "threat-avoidance" sense.

A Note From the Editors

A year has passed since the first issue of *SAGE Notes* was published, and as co-editors we feel it is time once again to share a few of our thoughts about some of the issues related to administrator training and the education of exceptional children in our nation's schools. We know you can make a contribution to this dialogue and we look forward to receiving your comments, criticisms and suggestions, or other information on these and related issues. Let us know what your thinking is on these matters!

Curriculum decisions in formal preparation programs must always be deliberated in terms of optimal degrees of flexibility and the identification of what, if anything, constitutes a reasonable "common core" that must be required of all program participants. The Georgia case notwithstanding, it is unlikely that within administrative preparation programs in general, the value systems of incumbent faculty members would lead to that level of program prescription. Indeed, the prevailing view is probably on the side of relatively few absolutes, and careful to hold as rigid requirements only that portion of the curriculum which is clearly foundational and pervasive in its applicability to either scholarship or practice in the field. In short, there are few who would advocate for special education content as a rigid requirement for all administration students. Yet from the perspective of special educators who are most aware of the current role of the general administrator, particularly the building principal, and the existing level of readiness to cope with the pressures imposed by PL 94-142, to remain isolated from such preparation appears unrealistic if not irresponsible.

When mainstreaming is discussed, the concept of "reverse mainstreaming" is often mentioned. That is, in addition to moving handicapped children from special settings and services into the mainstream, services that had formerly been reserved exclusively for the "special" should be extended to a broader range of pupils who are not so labeled. An analogy holds for administrator training. We have now established that special education administrators must secure the generic administrative competencies. We have mainstreamed those trainees. Reverse mainstreaming is now in order. Only the question of how to accomplish it remains. Should the current pressures of the field lead us to adopt a requirement we would ordinarily resist? Or are we dealing with a basic issue that pervades far beyond the transcendent and should be guaranteed as a part of the socialization of all educational leaders?

• • •



SAGE NOTES

William Greenfield Co-Editor
Daniel Sager Co-Editor
Jack Culbertson Project Director
Ellen A. Harda Project Coordinator

Comments on Workshops in Tacoma

Kay Franks
Assistant in Information
Tacoma Public Schools

"I've never understood what you people at Central did until now, and I've been with the district for years," said one principal. Most of the others around the table shook their heads in agreement. "We've been scared to death of this 'thing' but you've straightened out our thinking. I guess what we feared was the change. All I can say is I'm glad I attended this workshop." A round of applause followed.

The "thing" referred to is the new federal legislation, PL 94-142, which guarantees a "free and appropriate education" to all handicapped children. It also guarantees that an "individual educational program" will be developed for each child with short- and long-range goals, and that throughout the process teachers, administrators and parents will work together. It also appears to guarantee fear in many teachers and administrators.

Realizing that those fears were mostly due to a lack of understanding, Tacoma Public Schools' administrators (Tacoma, Washington) appealed to The University Council for Educational Administration (UCEA). The district, along with four others, joined with UCEA two years ago to pull together general and special education.

UCEA, in response to the districts' appeal, was able to secure federal funding from the Bureau of Education for the Handicapped to finance workshops for school personnel.

"We began last spring by holding two workshops for principals—one for elementary and one for secondary," says Henry Bertness, Assistant Superintendent for Pupil Personnel Services at Tacoma. "We also held a session in June for the mid-

management staff in special education. This fall the workshops were continued. As of January, all of the district's elementary and secondary principals (80) had attended the two-day sessions."

Each workshop, held at a conference site some 50 miles from Tacoma, has approximately 20 persons attending, plus 8 special education staff members who serve as leaders. These people include key staff members and various assistants in pupil personnel who are attached to either elementary or secondary schools. The district's support services division is represented by Kay Franks, Assistant in Information, who records administrators' questions and answers as one step in preparing a handbook.

During the two days, administrators hear views on PL 94-142, state statutes and district policy from representative speakers. "For the national perspective, we use a video tape of Al Abeson from the International Council for Exceptional Children. It was filmed at the Washington State CEC conference," Bertness says, noting that Wayne Spence from the State Office of Public Instruction followed the Abeson Film.

The participants are then introduced to the district-developed due process procedures—a packet of required forms that must be filled out when a child becomes a "focus of concern."

"For every child who needs to see a specialist—learning disabilities, hearing or vision impaired, social worker, psychologist, physical or occupational therapist—parental permission must be secured before assessment can take place," Bertness says. "This packet includes seven detailed forms. With at least 20% of the youngsters in our school being handicapped in some way, there has to be someone at each school who has the knowledge of due process."

On the second day, participants are given blank forms and a complete description of a youngster who needs special attention. The group then begins the proverbial "paper trail" by breaking into small groups, each with two leaders to assist them in filling out the forms.

"It gives the participants an understanding in what the specialists for the handicapped have to do—the time it takes to assess a child and why the entire process is so important when you're building individual educational programs," Bertness says.

"We are indebted to UCEA for financing these sessions," he continues, noting that future workshops are being planned for counselors and staff from the Curriculum and Instruction Division. "We have all learned through the open communication that takes place at the sessions, that Tacoma's program for the handicapped is up to date with the new legislation and that there is inclusion at most of our schools. We have also learned that the fearful feeling that comes with any kind of change has been lessened by our joining together."

* * * * *

The staff of SAGE NOTES is interested in knowing of newsworthy staff development innovations designed to integrate general and special education administration. Several types of information will be included in this exchange—

- information about new developments bearing upon staff development in SEA's and LEA's
- information on the array of training materials bearing upon SAGE's mission
- information on special developments within the SAGE Project
- dialogue about current concepts affecting the implementation of PL 94-142
- information on research which would illuminate critical questions before SAGE leaders
- review of pertinent books or other publications
- concepts which would point the way to new approaches to staff development

Please send news briefs, abstracts of pertinent research and developmental activities, or summary project reports to: Professor William Greenfield, Area of Educational Administration and Supervision, School of Education, Syracuse University, 499C Huntington Hall, 150 Marshall Street, Syracuse, New York 13210. By phone, he may be contacted at (315) 423-2754.

If you wish to have your name included on the SAGE NOTES mailing list, please fill in the information and return to UCEA. Thank you.

NAME: _____ INSTITUTION: _____

ADDRESS: _____

Return to: Ellen A. Herda, SAGE Project Coordinator
UCEA
29 West Woodruff Avenue, Room 066
Columbus, OH 43210

APPENDIX IV

**UCEA UNIVERSITY-SCHOOL SYSTEM PARTNERSHIP
REGIONAL PLANNING MEETINGS AND SAGE PRESENTATIONS**

APPENDIX IV

UCEA University-School System Partnership Regional Planning Meetings and SAGE Presentations

Chicago, Illinois October 5-6, 1978

SAGE Presenter: Lee McMurrin
Superintendent of Milwaukee Public Schools

<u>Institution</u>	<u>Contact Person</u>
Chicago Public Schools, Illinois*	Harry Strassberg
Milwaukee Public Schools, Wisconsin	Thomas Graham
Wausau Public Schools, Wisconsin	Ted Nicholson
Carol Stream Public Schools, Illinois	Elise Johnson
Northern Illinois University	David Carr
Illinois State University	J M McGrath
University of Wisconsin/Madison	Bill Davis
University of Wisconsin/Milwaukee	Richard Gorton
University of Minnesota	Vernon Hendrix

Detroit, Michigan October 10-11, 1978

SAGE Presenter: William Malloy
Assistant Superintendent, Milwaukee Public Schools

<u>Institution</u>	<u>Contact Person</u>
Detroit Public Schools, Michigan	Art Jefferson
Monroe County Schools, Indiana	Ronald Walton
Wayne State University*	Roger DeMont
Michigan State University	Philip Cusick
University of Michigan	George Mills
Indiana University	David Clark
Purdue University	Donald Robson
University of Toledo	Richard Saxe

Kansas City, Missouri October 16-17, 1978

SAGE Presenter: Alex Sergienko
Superintendent, Tacoma Public Schools

<u>Institution</u>	<u>Contact Person</u>
Shawnee Mission Public Schools, Kansas	Arzell Ball

Lincoln Public Schools, Nebraska	John Prasch
Salt Lake City Public Schools, Utah	M. Donald Thomas
University of Kansas*	Cecil Miskel
University of Nebraska	Gerald R. Boardman
University of Iowa	Frank Stone
University of Utah	Michael Murphy
University of Missouri	Howard Heding

Dallas, Texas
October 19-20, 1978

SAGE Presenter: Jack Culbertson
Executive Director, UCEA

<u>Institution</u>	<u>Contact Person</u>
Dallas Independent School District*	Linus Wright
Austin Independent School District	Jack Davidson
Mesa Public Schools, Arizona	George Smith
University of Texas/Austin	Carl Ashbaugh
Texas A & M University	John Hoyle
University of Houston	Dennis W. Spuck
University of Arkansas	Richard Podemski
Oklahoma State University	Patrick Forsyth
University of Oklahoma	Thomas Wiggins
Arizona State University	M. Scott Norton

Pittsburgh, Pennsylvania
October 30-31, 1978

SAGE Presenter: Phyllis Shutt
Staff Development, Nashville Metropolitan Schools

<u>Institution</u>	<u>Contact Person</u>
Kanawha County Public Schools, W. Virginia	Robert Kittle
Toledo Public Schools, Ohio	Donald Steele
Harrisburg City Schools, Pennsylvania	Benjamin Turner
Norfolk Public Schools, Virginia	Albert Ayars
University of Pittsburgh*	Sean Hughes
Penn State University	Gary Johnson
West Virginia University	John Pisapia
Ohio State University	Virgil Blanke
University of Maryland	Eugene McLoone
University of Virginia	Charles Beegle

Atlanta Georgia
November 1-2, 1978

SAGE Presenter: Wylamerle Marshall
Exceptional Child Education, Dade County Schools

<u>Institution</u>	<u>Contact Person</u>
Gwinnett County Schools, Georgia*	Alton Crews
Dade County Schools, Florida	Leonard Britton
Orange County Schools, Florida	Linton Deck
Nashville Metro Schools, Tennessee	Elbert Brooks
Georgia State University*	James Maxey
University of Kentucky	Kenneth Brooks
University of Tennessee	Peter Husen
University of Florida	Ralph Kimbrough

New York, New York
November 13-14, 1978

SAGE Presenter: William Malloy
Assistant Superintendent, Milwaukee Public Schools

<u>Institution</u>	<u>Contact Person</u>
East Brunswick Public Schools, New Jersey	Joseph Cheney
Montclair Public Schools, New Jersey	Walter Mann
Huntington School District, New York	Charles Rudiger
New York University*	Bryce Fogarty
Boston University	Alan Gaynor
Harvard University	Walter McCann
University of Connecticut	Herbert Sheathelm
Rutgers University	Dennis Murphy
Temple University	Peter Cistone

Syracuse, New York
November 15-16, 1978

SAGE Presenter: Lowell Harris
North Carolina State Department of Public Instruction

<u>Institution</u>	<u>Contact Person</u>
East Syracuse-Minoa Schools, New York*	Fritz Hess
Niagara South Schools, Ontario, Canada	Marven Townsend
Syracuse University*	William Greenfield
University of Rochester	Guilbert Hentschke
Ontario Institute for Studies in Education	Edward Hickcox
SUNY/Albany	Nicholas DeLuca
SUNY/Buffalo	James Conway

Tacoma, Washington
November 27-28, 1978

SAGE Presenter: Henry Bertness
Assistant Superintendent, Tacoma Public Schools

<u>Institution</u>	<u>Contact Person</u>
Tacoma Public Schools*	Alex Sergienko
Anchorage Public Schools, Alaska	John Peper
Edmonton Catholic Schools, Alberta, Canada . .	Harold MacNeil
Edmonton Public Schools, Alberta, Canada . . .	Michael Strembitsky
University of Oregon	Lloyd DuVall
Washington State University	Arnold Tjomsland
University of British Columbia	Daniel Brown
University of Alberta	Eugene Ratsoy

APPENDIX V

MEMOS PROMOTING SAGE

Time-Dated Materials Enclosed

MEMORANDUM

SPECIAL AND GENERAL EDUCATION LEADERSHIP PROJECT

**TO: Partnership LEAs and Special and General Education
Administration Professors**

FROM: Ellen A. Herda, UCEA Associate Director and SAGE Project Coordinator

RE: SAGE Project

DATE: November 10, 1978

Attached are UCEA/SAGE objectives, and a description of available materials and services and activities for SAGE participation Universities and original and incoming partnership LEAs.

For additional information, comments, suggestions, etc., please contact:

Ellen Herda
UCEA
29 West Woodruff Avenue
Columbus, Ohio 43210
(614) 422-2564

/sc

Special and General Education Leadership Project

SAGE PROJECT

OBJECTIVES

The three objectives funded for 1976-77 have been reduced to the following two for 1978:

1. To design, implement, and evaluate a series of integrated staff development experiences for general and special education administration.
2. To extend the use of tested products and processes to school systems, state education agencies, and universities beyond those directly involved in the project.

Activities related to the first objective are basically part of ongoing processes in the five school systems and the state department. Materials, services and activities are related to the second objective. Materials available are listed below and the services and 1978-79 activities are described in the following pages.

MATERIALS

A. Available from LEAs for Examination

1. Dade County, Florida
 - School-Based Child Study Team (CST)
 - A Workshop Manual for Principals (Elementary)
 - A Workshop Manual for Assistant Principals (Elementary)
2. Mesa
 - Staffing Procedures—School-Based Plan for Special and General Education (Guidelines for In-service)
 - Modules for Systemwide Administrative Staff Development
3. Milwaukee
 - Testing Coordination Handbook/Multidisciplinary Team Diagnosis
 - Individual School-Based Exit Criteria Manual
4. Nashville
 - A Process Model for Serving Exceptional Children
 - Group Facilitator's Guide for Systemwide Special and General Education In-service
 - The IEP Process

5. North Carolina State Department

- Rules—Governing Programs and Services for children with Special Needs
- Principals as Instructional Leaders
- Direct Services to Exceptional Children/A Process Model
- Career Opportunities/Teaching Children with Special Needs
- In-service Training of Principals and Parents

B. Available from UCEA for Use in All Incoming LEAs

- Assessment Tool for Administrative Staff Development Needs
- Computer Print out of Results and Interpretation of Such Results if Desired
- P.L. 94-142 Task and Activities Analysis and Instrument
- SAGE NOTES—A Newsletter Containing Articles About Rules and Regulations, Models for Implementing Change, Discussions About Implications of 94-142, etc.

SERVICES AND ACTIVITIES

Pages 3-7 of this document describe the needs assessment tool and the task and activities analysis instrument available for use in LEAs from the UCEA central office. The ongoing 1978-1979 activities in the original SAGE systems are also described in these pages in order that university professors and incoming LEA personnel may be aware of the project in some detail. If there is interest on the part of original SAGE systems and the incoming LEAs for interchange or visitations to SAGE systems, please contact Ellen Herda, UCEA Associate Director and SAGE Coordinator. Some financial support will be provided by SAGE for interchange and visitation activities.

In addition to the needs assessment tool, tasks and activities analysis instrument, and ongoing SAGE activities, the following SAGE services and activities are available.

1. Two Program Associates will be appointed for 1978-79. They will visit upon request interested school systems and universities to conduct seminars or workshops on specific subjects. Individuals in LEAs and universities interested in the Program Associate position should contact Ellen Herda in central office by December 15, 1978, for further information. Universities and LEAs desiring visitations by a Program Associate regarding specific concerns or interests should contact SAGE central office staff by March 1, 1979. Earlier contact by universities and LEAs for Program Associate visitations is encouraged.
2. Tele-lecture arrangements can be made through SAGE for the new Partnership districts to participate in such lectures. These lectures would enable a leader in a school district or a scholar from a university to present by telephone ideas and information relevant to the interests of a group of personnel

C. Ongoing 1978-1979 Activities in Original SAGE Systems

Dade County Public Schools

Under the auspices of Dr. Wylamerle G. Marshall, Executive Director of Exceptional Student Education, a new workshop model was developed during the Summer of 1977 entitled, "Implementation of School-Based Child Study Teams." Input for the workshop document was provided by assistant principals, administrative assistants, and special educators, to make it relative and meaningful to school programs. This full-day in-service for assistant principals covered: (1) historical perspectives related to the law; (2) the child study team members responsibilities, etc; (3) alternative instructional strategies; (4) individualized educational planning. The large and small group activities included problem-solving sessions, simulated role playing, an original video-tape of an exemplary child study team, lectures, and questionnaires.

In the Spring of 1978, a follow-up workshop retreat for elementary principals and special education administrators was held at the Indies Inn, Duck Key, Florida. The session started Thursday evening and continued until Saturday noon. Guest speakers from the Bureau of Education for the Handicapped, Tallahassee, Florida, were spotlighted. Dr. Landis Stettler, Chief of the Bureau, and Mrs. Wendy Color, Assistant to the Chief, focused on the status of P.L. 94-142 and what compliance and funding would mean at the local level. Each session of the training was presented in workshop fashion with audience participation. Packets of materials including books on due process by Dr. Richard Weatherman, were provided for each participant. This helped set the stage for an extremely positive learning experience for special and general education administrators.

This year, the vastly successful retreat workshop format will be repeated at the same location (November 30 - December 2, 1978) for secondary principals from both junior and senior high schools. A needs assessment has been sent to each participant so that the agenda will again cover relevant areas. An exciting and innovative aspect of this SAGE workshop will be the affective area. Persons will be assigned to observe and interpret the interaction between the special educators and the group of secondary principals. The communication networks throughout the workshop session will be addressed. The summary of this interaction will provide us with important information on how best to implement the important Partnership arrangement between special and general educators that is necessary for the teaching of all children and is the core of the SAGE Project.

A focus on Career Planning for exceptional students will be part of the workshop

Mesa Public Schools

Training of Administrators in Special Education Procedures

Objectives: In order to address the needs identified by the SAGE Planning Team, two major objectives will take place:

1. By November 30, 1979, the SAGE Training Program used the previous two years will be refined and conducted with approximately 40 new unit administrators, special education personnel, psychological services personnel, and support service personnel, as evidenced by a final report by May 30, 1979.
2. By April 30, 1979, each school team will be involved in a self-review and support service review to determine current operation with respect to special education as well as an individual plan of action which will include training needed to correct or improve areas of deficiency as reported in the final report by May 30, 1979.

Approach: To solve the objectives of this program, three phases will be designed.

- Phase I will be a one-day workshop on November 14, 1978, for approximately 40 new staff focusing on the multi-disciplinary conference P.L. 94-142, due process, and parent involvement. This training program will be designed around 9 transportable training modules.
- Phase II will be administrator orientation session through the year on new policies, procedures, and products which are currently being streamlined and/or developed. (That is, refinement of the IEP checklist from referral to placement determination with roles' responsibilities identified.)
- Phase III will involve a self- and support service evaluation review of current special education policies and procedures with individual training design based upon deficiencies found in the review process.

Milwaukee Public Schools

During the 1978-79 school year, Milwaukee Public Schools will build on past administrative activities which have focused on the requirements of P.L. 94-142, the role of administrators in implementation of the IEP, and management of exceptional education programs in local schools.

The future focus will be on dissemination of guidelines for movement of exceptional education students to and out of exceptional education programs with reference to the least restrictive environment of P.L. 94-142.

Meetings will be held for principals, assistant principals, and central office regular education administrators and supervisors along with exceptional education supervisors and administrators. Dates for these meetings will soon be determined.

SAGE and local funds have allowed us to develop a handbook called, Least Restrictive Environment: Guidelines for Exceptional Education Student Movement in Elementary Schools, which will serve as the basis for the above-mentioned in-service. Principals, regular educators (administrators and teachers) and exceptional educators worked on the ad hoc committee last summer which developed the above handbook.

Nashville-Metropolitan Public Schools

A primary goal in Nashville has been to provide an arena whereby special and general education administrators can work together on an administrative staff development model. This model, in its third year of development, focuses on P.L. 94-142 but will serve as a process model for other administrative staff development needs in the school system.

Preliminary focus was on a pilot program involving special and general education leaders from the district and central staff, and building level administrators.

A second phase focused on creating common understandings among all building level administrators and special education leadership in relation to instructional needs of exceptional children and resources available to this system in order to design and implement effective staff development plans for all instructional personnel.

The third year (1978-1979) will be directed at developing and implementing local school building resource systems. Each school will have a comprehensive information and delivery system team composed of a principal, and assistant principal, special and general education teachers, guidance personnel and a psychologist.

Principals involved in the first year's (1976-1977) pilot program have served as leaders in the expanding and continuous in-service network. This on-site administrative training program operates on a process model directed at a highly developed information base and resource teams housed at each school in this district. There will be ongoing training sessions throughout the 1978-1979 school year.

North Carolina Department of Public Instruction

Staff Development for Administrators. SAGE activities for 1979-1980 will focus on special team training for selected principals and lead teachers. The training will be held during January or February. The training will focus on the instructional needs of exceptional children and the resources available to school administrators. The 1979-1980 SAGE training will also provide administrators the opportunity to explore the mastery learning concept as a means of assuring learning is taking place for the wide range of abilities represented in classrooms today. This training will have a follow-up training session for the principals and teachers interested in implementing mastery learning.

Training is also being provided for hearing officers and mediation training. Within these types of training we also have the training set up so that it is spread across North Carolina's 8 regional districts and our regional centers provide direct support to the local school unit and to the principals.

Additional training includes several components: exchange programs enabling principals to go from one school to another; workshops set up by staff development specialists; internships whereby principals can come into a local school district or into the state department for a period of time. These internships are part of independent college study programs carrying course credit.

Tacoma Public Schools

During 1977-78, Tacoma conducted a series of two-day workshops away from the scene for all of its principals, elementary through secondary, as well as for all its secondary school counselors. These workshops involved no more than 30 participants each time and developed an understanding of P.L. 94-142 as well as ways of responding to that federal law. The workshops were extremely well received by participants even after some had come reluctantly. Now the principals are saying that they would like to continue the same type of approach using a setting away from the telephone and daily business of the school but concentrating on further implementation of the concepts and the laws found in P.L. 94-142. Principals will focus specifically on the special education programs in their own schools and Tacoma's form of mainstreaming which is called progressive inclusion and Tacoma's way of dealing with least restrictive environment. We are presently setting up meetings for approximately one-half of the total principal group. Dates will soon be set.

MEMORANDUM

TO: Partnership School Systems
FROM: Ellen Herda, UCEA Associate
Director

RE: Demonstration Special
and General Education
Leadership Workshop in
Tacoma, Washington

DATE: December 14, 1978

During January 9 and 10 and February 6 and 7, 1979, Dr. Henry Bertness will be conducting an administrative staff development retreat workshop. Emphasis will be on:

1. Looking at forms and procedures which have emanated from laws and policies.
2. Examining individual cases which illustrate both good and poor practice in the implementation of law and policy.
3. Assisting members of the administrative staff in gaining increased awareness and confidence in the implementation of programs for handicapped children. This will be done by considering the following in the two-day workshops:
 - a. Reviewing progressive inclusion/load $\rightleftharpoons$ deload as district procedures which predated the current state and federal laws while complying in advance with most of the provisions of those laws.
 - b. Examining the demands and implementation of least restrictive environment.
 - c. Becoming familiar with the IEP (Individual Educational Program) and examining many current illustrations of the IEP.
 - d. Examining present practices of parental involvement and comparing practices with the demands of both state and federal law.
 - e. Reviewing a multi-disciplinary/interdependent stance regarding the diagnosing, programming and evaluating of the status and future of handicapped children as well as all children. This open-ended stance suggests, even demands, that while we do assess the handicapped child we never conclude.

Following the two-day workshops, there will be an opportunity to visit the Tacoma Public School System. There will also be time devoted to discussing and developing an evaluative process which focuses on both external and internal aspects of staff evaluation. Included in this will be an emphasis on self-evaluation as it relates to the on-going process.

The cost for lodging and meals for the two-day retreat workshop is \$40.00 per person. Financial support for travel, up to \$200.00 per person (maximum two individuals per LEA), will be provided by the SAGE project.

For additional information, contact Ellen A. Herda at (614) 422-2565.

UCEA/SAGE

MEMORANDUM

TO: SAGE School Systems, Incoming Partnership LEAs and General
and Special Educational Administration University Professors

FROM: Ellen Herda, UCEA Associate Director and
SAGE Project Coordinator

RE: Upcoming UCEA/SAGE Events and Services

DATE: January 22, 1979

The following events and services are open to special and general administrators in the Partnership school systems and to special and general educational administration professors in UCEA universities. The UCEA/SAGE Project will provide partial financial support for expenses incurred by participating individuals. Up to two hundred dollars will be available for up to two individuals from each institution.

For specific information about the individual SAGE school systems programs, there is an enclosed list of SAGE personnel to contact. For information on SAGE in general or for information related to the events and services described in this memo, contact Ellen Herda at (614) 422-2564.

EVENTS

MILWAUKEE MIDDLE SCHOOL EXCEPTIONAL EDUCATION
STAFF DEVELOPMENT WORKSHOP

This workshop will be the culminating activity of a six-month project in Milwaukee, Wisconsin involving general and exceptional education administrators defining and developing middle school exceptional education program models.

Because of the unique needs of pre- and early adolescent students, school districts across the country have been moving toward the development of middle school programs. Milwaukee Public Schools considers exceptional education as an integral part of their proposed middle school program. The staff development workshop will focus on organizational structure for middle school exceptional education programs and instructional programming models for middle school programs. There is no limit on the number of participants.

Dates for this workshop in Milwaukee are May 9 and 10, 1979.

DADE COUNTY SECONDARY
ASSISTANT PRINCIPAL'S WORKSHOP

Dr. Stuart Schwartz of the University of Florida at Gainesville will conduct a two-day total emersion workshop for secondary assistant principals. The participants will each assume the role of a handicapped individual for the duration of the workshop. The setting, the Miami Beach business district, will reflect some of the everyday demands on the handicapped.

Participation in this workshop by personnel outside of Dade County is not limited to secondary assistant principals. General and special administrators as well as university professors are welcome. There are five slots open for visiting participants.

Dates for this workshop are March 25 and 26, 1979.

TACOMA SPECIAL AND GENERAL
EDUCATION LEADERSHIP WORKSHOPS

Two workshops will be held in Tacoma. March 6 and 7, 1979 will be for secondary principals and April 17 and 18, 1979 will respond to elementary principals' roles. Both workshops will focus on assisting members of the administrative staff in gaining increased awareness and confidence in the implementation of programs for handicapped children. This will be done by considering the following in the two-day workshop:

- a. Reviewing progressive inclusion/load $\rightleftharpoons$ deload as district procedures which predated the current state and federal laws while complying in advance with most of the provisions of those laws.
- b. Examining the demands and implementation of least restrictive environment.
- c. Becoming familiar with the IEP (Individual Educational Program) and examining many current illustrations of the IEP.
- d. Examining present practices of parental involvement and comparing practices with the demands of both state and federal law.
- e. Reviewing a multi-disciplinary/interdependent stance regarding the diagnosing, programming and evaluating of the status and future of handicapped children as well as all children. This open-ended stance suggests, even demands, that while we do assess the handicapped child we never conclude.

There are four slots open for visiting participants.

SERVICES

Dr. Wylamerle Marshall and Dr. Richard Weatherman, as UCEA/SAGE Program Associates, will visit upon request interested universities and school systems to conduct seminars or workshops on specific subjects related to the implementation of PL 94-142.

Wylamerle Marshall is the Executive Director for Exceptional Student Programs in Dade County, Florida. She has served both as a general administrator and as a special educational administrator with an emphasis on law and finance.

Richard Weatherman is a special education administration professor in the Department of Educational Administration at the University of Minnesota. He has worked extensively with school systems and universities in providing process guidelines for program implementation and evaluation.

For further information or requests for a visitation by either Wylamerle Marshall or Richard Weatherman, contact Ellen Herda at UCEA. The travel and lodging expenses for the Program Associate visits would be supported by the SAGE Project.

CONTACT PERSONNEL IN ORIGINAL SAGE SCHOOL SYSTEMS

Dr. Henry Bertness
Assistant Superintendent
for Pupil Personnel Services
Tacoma Public Schools
P.O. Box 1357
Tacoma, Washington 98401
(206) 593-6968

Dr. Wylamerle Marshall
Director
Division of Exceptional
Child Education
Dade County Schools
733 East 57th Street
Hialeah, Florida 33013
(305) 685-6534

Mr. Lowell Harris
Assistant Director
Policy and Personnel Development
Division for Exceptional Children
State Department of Public Instruction
Raleigh, North Carolina 27611
(919) 733-6081

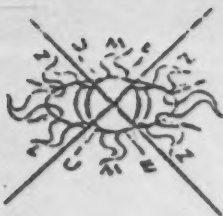
Dr. Carolyn Raymond
Director of Staff Development
Mesa Public Schools
549 North Stapley Drive
Mesa, Arizona 85201
(602) 962-7011

Dr. William Malloy
Assistant Superintendent of
Exceptional Education
Milwaukee Public Schools
Administrative Building
5225 Vliet Street
P.O. Drawer 10K
Milwaukee, Wisconsin 43201
(414) 475-8393

Dr. Phyllis Shutt
Coordinator of Administrative
Staff Development
Metropolitan Public Schools
2601 Bransford Avenue
Nashville, Tennessee 37204
(615) 259-5900

APPENDIX VI

EXAMPLES OF CORRESPONDENCE FROM
PERSONNEL INVOLVED IN EXCHANGE COMPONENT



UNIVERSITY OF WISCONSIN-MADISON
DEPARTMENT OF EDUCATIONAL ADMINISTRATION

Educational Sciences Building
1025 West Johnson Street
Madison, WI 53706
Telephone (608) 263-7880

December 15, 1978

Dr. Alex Sergienko, Superintendent
Tacoma Public Schools
P.O. Box 1357
Tacoma, Washington 98401

Dear Dr. Sergienko:

It was delightful to talk with you. I look forward to meeting with your staff. Do regret not having the opportunity to meet you, however.

I plan on arriving in Tacoma the early morning of January 8, 1979. I can spend the entire day and part of the next day, Tuesday January 9. My return flight to Madison is due to leave Tacoma at 1:25 p.m. Tuesday.

As a professor of Administration of Special Education, there are a number of issues I am interested in exploring with your staff. A few of them are:

- Your model of progressive inclusion in relationship to the least restrictive environment; how Tacoma schools evaluate effectiveness, what forces facilitate progressive inclusion, hinder such involvement, etc.;
- Administrative and organizational issues that affect the schools progress toward attaining their goals for handicapped children;
- An assessment of the professional development activities as they affect the special education and general education partnership.

There will undoubtedly be other issues to discuss. I will be contacting Hank Burtness to finalize my plans.

Thank you for this exciting opportunity to visit your schools. I am sure it will be a rewarding experience.

Sincerely,

Nancy L. Kaye, Ph.D.
Department of Educational Administration

NLK:hw

cc: Hank Burtness
Bill Davis

UNIVERSITY COUNCIL FOR EDUCATIONAL ADMINISTRATION

December 27, 1978

Dr. Charles W. Rudiger
Superintendent of Schools
Office of Administration
Huntington Union Free School District
Box 1500
Huntington, New York 11743

Dear Charles:

I am glad your staff members, Peter Sepez and George Reilly, will have time to be involved in the Tacoma/SAGE workshop, February 6 and 7, 1979. Please find enclosed a check for \$400.00 to help cover expenses.

I have contacted Hank Bertness of Tacoma about your proposed visit. He'll be in touch with you in due time, I am sure.

I will contact you upon my receiving news of upcoming SAGE workshops.

Thanks for your interest and I look forward to meeting Peter and George in Tacoma.

Best wishes for 1979.

Cordially,



Ellen A. Herda
Associate Director

/ph

TOLEDO BOARD OF EDUCATION
MANHATTAN AND ELM
TOLEDO, OHIO 43608

ROBERT R. CARSON
EXECUTIVE DIRECTOR
PUPIL PERSONNEL SERVICES AND PROGRAMS

January 12, 1979

Ellen Herda
UCEA Associate Director
29 West Woodruff Avenue
Columbus, Ohio 43210

Dear Dr. Herda,

I was pleased that I attended the UCEA Leadership Workshop in Tacoma, Washington on January 9 and 10, 1979. It was excellent! Several ideas, concepts and procedures were discussed of which I plan to implement several of them upon my return to Toledo. I secured several new ideas concerning such areas as full range of services, administrative organization, staff development, IEP forms, mainstreaming and PL 94-142 and Section 504 procedures. I also benefited much from the informal discussions with the Tacoma staff--both principals and special education personnel. Dr. Bertness should be commended for organizing and conducting a very helpful and effective workshop.

The Toledo Public Schools funded the cost of my expenses for this conference. It is my understanding, however, that the SAGE project will provide financial support for travel, up to \$200.00 per person. Will you automatically reimburse the Toledo Public Schools in the amount of \$200.00 upon receipt of this letter, or is other documentation needed (my travel costs exceeded \$200)? Please notify me if additional documentation is needed.

In closing, let me express my appreciation to you and the SAGE project for making this learning experience available to me.

Sincerely,



Robert R. Carson, Executive Director
Instructional Support Services

RRC:jep

cc: Dr. Rosie Doughty
Mr. Prince Smith
Mrs. Colleen Krueger
Dr. Henry J. Bertness

UNIVERSITY COUNCIL FOR EDUCATIONAL ADMINISTRATION

February 12, 1979

Dr. Henry Bertness
Assistant Superintendent
for Pupil Personnel Services
Tacoma Public Schools
P. O. Box 1357
Tacoma, Washington 98401

Dear Hank:

At this time it appears that the requests for participation in the Dade County workshop have exceeded the available slots. There will be other workshops which hopefully fit into the schedules of yourself and your staff members.

The Tacoma workshop was excellent. I'm glad we had the change to observe and participate. Thanks for your willingness to share your time and talents.

Cordially,

Ellen A. Herda
Associate Director

/ph



ORANGE COUNTY PUBLIC SCHOOLS

P.O. Box 271 • 434 North Tampa Avenue • Orlando, Florida 32802

January 30, 1979

Ms. Ellen Herda
SAGE Project Coordinator
29 West Woodruff Avenue
Columbus, Ohio 43210

Dear Ms. Herda,

Mr. Richard Chapman, our Assistant Superintendent for Student Services and Exceptional Education, encouraged me to write to you for information relative to my attendance at the Milwaukee Staff Development Workshop.

I am most interested in attending and would like to request further information concerning registration and partial financial support.

Sincerely,

Ronald R. Stearns
Program Coordinator of
Exceptional Education Programs

bjy t-16

Illinois State University

Department of Educational Administration
and Foundations

May 3, 1979

Ms. Ellen Herda, Associate Director
UCEA
29 West Woodruff Avenue
Columbus, Ohio 43210

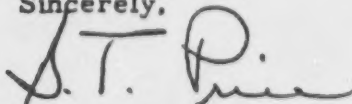
Dear Ms. Herda:

I want to thank you for enabling me to participate in the recent UCEA / Sage Leadership Workshop held in Tacoma, Washington. The trip was delightful and the professional associations were as warm and friendly as could be imagined. I'm sure that you will be happy to know that not only did I have an enjoyable trip, but also that my perceptions of the state-of-development of 94-142 programs in Washington is that they are well planned and growing vigorously.

I have included some notes about various aspects of the Tacoma programs which may be useful in future planning. The program notes are included as separate sheets in the event that you want to use them apart from this letter.

Thank you again for the opportunity.

Sincerely,



S. T. Price, Professor
Educational Administration and Foundations
Specialized Educational Development

STP:de
Enclosure

REPORT ON THE STATE-OF-DEVELOPMENT OF PROGRAMS NEEDED TO BRING THE TACOMA PUBLIC SCHOOLS INTO COMPLIANCE WITH 94-142

In general the Tacoma Public Schools are as well prepared to move into full compliance with the Handicapped Act as any school system its size that I have seen anywhere. Much remains to be done, but there still remains two years before the time-line for full compliance expires. I feel sure that given the strong leadership and capable staff which they have, they will give a good account of themselves during the next two years. Specific comments regarding various aspects of the program follow.

I. The Child Find Program

Accomplishments:

1. Pre-school screening activities using appropriate screening instruments.
2. Local TV announcements and newspaper notices.
3. Referrals from social and medical agencies in the community.
4. Regular referral by regular school staff of students who present school problems.
5. Individual parental referral of students needing service.
6. Other appropriate activities on an as needed basis.

Additional Tasks:

1. Work needs to be done on shortening the time which elapses between the time a referral is made and the time when special education or related services begins.
2. There is reason to believe that more child find activity at the secondary school level would be useful.
3. Some thought should be given to providing clinical teams within individual secondary schools, or shared by two or three schools. Tacoma is doing well at this effort, but additional services will be required.

II. Guarantee of Complete Due Process

Accomplishments:

1. With respect to procedural due-process Tacoma has written and implemented a system of procedures which are effective and sufficient to bring the schools into compliance with the new requirements.
2. The school staff understand the due-process procedures and feel comfortable in using them.

Additional Tasks:

1. With respect to substantive due-process Tacoma may still have some problems, especially in delivering services to students who have qualified for them through the IEP process.
2. Tacoma has had no due-process hearings related to the Handicapped Act. It remains to be seen how well the new system will operate when it is used in an adversarial contest.

III. Guarantee of Continuous Personnel Development

Accomplishments:

1. Tacoma has designed and is carrying out a program of personnel development necessary to the purposes of the Handicapped Act.
2. The UCEA/Sage program is an example of the activities included in the Tacoma plan.
3. An especially strong aspect of the plan is that it is a total service plan as envisioned by the act. It has long range aspects as well as short term ones.

Additional Tasks:

1. Tacoma needs to continue with the personnel development plan which they have developed.
2. There is an obvious need for comprehensive in-service education of the area of curriculum development for secondary school handicapped students. Some of the Tacoma special education staff are well qualified for this assignment.

IV. Guarantee of Placement in the Least Restrictive Environment

Accomplishments:

1. Tacoma makes liberal use of many of the effective placement options currently in use for handicapped students. Resource rooms, itinerant programs, part-time special class placement and others are examples.
2. Tacoma is taking steps to broaden the range of placement options in the schools by adding new ones.

Additional Tasks:

1. Especially at the secondary school level the Tacoma schools should provide a range of school placement options which does not now exist. In both required and elective subjects there should be sequences of coursework developed for special needs students. These sequences should be based on subject matter content appropriate to the needs of the students which is arranged on a sequential, hierarchical order. These would not be watered down regular curricula, but would be developmental programs geared to the emerging educational needs of adolescent students with handicaps.

2. These special course descriptions should be compiled and published as a part of Tacoma's catalog of courses.
3. The diagnostic and teaching staff would use the revised list of placement options when designing IEPs for handicapped students.

V. Guarantee of Non-discriminatory Testing and Evaluation

Accomplishments:

1. Tacoma has a system which minimizes the possibility that testing and evaluation materials which are used for the purpose of evaluation and placement of handicapped children are non-discriminatory. The schools employ specially trained personnel to select and administer evaluation instruments so that they are not racially or culturally discriminatory.
2. The testing program is administered in the student's native language or mode of communication wherever possible.

Additional Tasks:

1. Tacoma should add procedures to their evaluation system which would enable them to perform vocational evaluation and work adjustment evaluations for handicapped adolescents.
2. Each high school should have an evaluation team assigned to it if school enrollments are large enough to permit. If the secondary schools are not large enough to justify such an arrangement, then evaluation teams should be shared between schools. Secondary schools especially need this service to balance the academic orientation typically found in high schools.

VI. Guarantee of Confidentiality of Data and Information

Accomplishments:

1. Tacoma has a plan for maintaining school records which protects the confidentiality of any personally identifiable information about handicapped students.
2. The staff of the schools understands the record system and feels comfortable in using it based on observations at the workshop.

Additional Tasks:

1. The parents of handicapped students still have difficulty in understanding their new role with respect to student records, but any problems caused by this condition appear to be temporary.

VII. Guarantee of an Individualized Educational Program (IEP)

Accomplishments:

1. Tacoma has developed and implemented an IEP system which is compatible with the federal IEP process and with the state of Washington guidelines.
2. Information about this system has been disseminated widely among the school staff and selectively to the general public.

Additional Tasks:

1. Continuing effort is needed to disseminate information about the Tacoma IEP system to all segments of the community to assure that the special educational needs of handicapped students are identified and met.
2. Special efforts are needed to make the present IEP system more applicable to the developmental needs of adolescent students who enrolled in Tacoma's schools.

VIII. Guarantee of Regular Parent Consultation

Tacoma has integrated this assurance within their approved due-process procedures.

DADE COUNTY PUBLIC SCHOOLS
DIVISION OF EXCEPTIONAL STUDENT EDUCATION

DR. J. L. JONES
SUPERINTENDENT OF SCHOOLS

733 East 57th Street Hialeah, Florida 33013

DR. J. L. DeCHURCH
ASSOCIATE SUPERINTENDENT
BUREAU OF EDUCATIONAL PROGRAMS

Telephone (305) 685-6534

May 4, 1979

DADE COUNTY SCHOOL BOARD
MRS. PHYLLIS MILLER, CHAIRMAN
MRS. ETHEL BECKHAM, VICE CHAIRMAN
MR. G. HOLMES BRADDOCK
MS. JOYCE H. KNOX
MR. ROBERT RENICK
DR. BEN SHEPPARD
DR. LINTON J. TYLER

13051 3503886

Dr. Daniel D. Sage, Professor
School of Education
Division of Special Education and Rehabilitation
Syracuse University
805 S. Crouse Avenue
Syracuse, New York 13210

Dear Dr. Sage:

Please allow me to express my deep appreciation for your hospitality and that of your lovely wife. This appreciation certainly should be extended to your students and your colleagues in the Division of Special Education and the School of Education for their warm acceptance of a practitioner in special education from the South.

Aside from the fact that it was an honor to have been invited to chat with you, your students and other faculty members, I always find that there is so much to be learned in sharing. Many ideas were gleaned by me through the questions, inquiries and the comments by you and your group.

Please extend very warm regards to Bob Teeling and Eileen McCartney. Such friendly people they all were. It is gratifying to know that university students and faculty members are beginning to look at finance and politics as viable issues related to education in America.

Sorry I missed all the snow and the Spring storm, but I am glad that I was not snowbound in the Syracuse airport. The sun is shining here today but we had a much needed rain that turned into a full-blown mini-storm. The weather looks like smooth sailing into the hot summer days again. Do come to visit us. My staff, and others that knew you in Dade County, send a very special "hello" and they do request that upon your visits to Miami again to call us, we would love to see you. Again thank you for everything.

Sincerely,

Wylamerle G. Marshall

Wylamerle G. Marshall
Executive Director
Exceptional Student Education

WGM:mh

cc: Dr. Earl A. Wells
Dr. Eileen Herda

467

DEPARTMENT OF PUBLIC INSTRUCTION



STATE OF NORTH CAROLINA

RALEIGH

May 14, 1979

TO: Ellen Herda
UCEA

FROM: Grace Drain *gd*

RE: SAGE Project

My response to the activities of the SAGE Project is definitely very positive and the activities should be continued. I can see an increasing need for school units to continue to explore and evaluate programs and programming for the handicapped. The exchange of ideas, sharing of problems and possible solutions facilitates better delivery of services to students. The workshops have identified the need for on-going in-service and pre-service for principals, central office staff and all teachers. I am of the strong opinion that this type of dialogue and exchange can, in many instances, save school units unnecessary expenditures and lead to more effective utilization of all resources. Rather than starting from "scratch" a unit, via the SAGE sharing, gathers useful information and direction.

I would be very interested in more training and sharing in the areas of:

1. secondary personnel and programs
2. assistance/support teams
3. planning for low-incidence handicapping conditions
4. services to emotionally handicapped students

GHD
mr1

DEPARTMENT OF PUBLIC INSTRUCTION



STATE OF NORTH CAROLINA

JUL 11 1979

NORTHWEST REGIONAL EDUCATION CENTER

WEST PARK

NORTH WILKESSBORO, NORTH CAROLINA 28659

AREA 919- 667-2191

DIVISION FOR
EXCEPTIONAL CHILDREN

A. CRAIG PHILLIPS
STATE SUPERINTENDENT

June 8, 1979

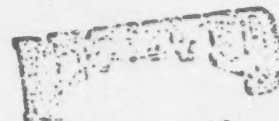
JAMES R. SIMEON
DIRECTOR

MEMORANDUM

TO: LOWELL HARRIS, ASST. DIRECTOR
DIVISION FOR EXCEPTIONAL CHILDREN

FROM: GLENDA ADAMS, REGIONAL COORDINATOR
DIVISION FOR EXCEPTIONAL CHILDREN

SUBJECT: SUMMARY OF TRIP TO MILWAUKEE



JUN 12 1979

DIVISION FOR
EXCEPTIONAL CHILDREN

Enclosed please find a summary of the SAGE training sessions which I attended during my trip to Milwaukee.

GA/ih

MEMORANDUM

North Carolina Department of Public
Instruction
Division for Exceptional Children

July 12, 19 79

TO: Ellen Herda

FROM: Lowell Harris

CONCERNING: Summary

Attached is the summary of the trip to Milwaukee from Glenda Adams as you requested.

Please let us know if we can be of further assistance.

SAGE TRAINING SESSIONS

MILWAUKEE

The Milwaukee Public School System has developed a plan for a "Two Year Transition To The Middle School". A companion plan to the regular school transition is The Plan For The Two Year Transition To The Middle School - Exceptional Education and Supportive Services - 1979

Listed below are the highlights addressed to principals and other school personnel by the keynote speaker:

1. Importance on principals' and teachers' awareness that handicapped children are more like their peers than unlike.
2. Emphasis of Middle School should be on career awareness needs.
3. Identification of exceptionality does not have anything to do with focusing on needs of students.
4. Across categories of exceptionalities, students are more alike than different.
5. There is an existing need for a comprehensive assessment of programs.
6. Focusing on differences in programs result in fragmentation of services - EMH, EH, etc. Regular and special education have been doing things separately - no communication between programs to allow for what could be more appropriate and comprehensive services.
7. Articulation with elementary and secondary teachers is most vital in the transitional stages of the middle school program.
8. Major problems with classroom teachers are attitudinal change, commitment and classroom management.
9. Definite need for collaborative services with pre-services and in-service education.

The plan for the two-year transition to the Middle School allows for the Exceptional Children to be mainstreamed more than 50% of the time to be counted as a part of the 120 students in the basic team: A basic team consists of 120 students, a teacher for each of four academic areas and one general aide.

- Option I. Exceptional Education Class with one non-graded basic team.
- Option II. Two Exceptional Education Classes with one non-graded basic team.
- Option III. One Exceptional Education Class with two graded basic teams.

The basic team and special education teacher would meet for team planning during the 2:45 - 3:33 time block.

Organizational services for service delivery in the Milwaukee Schools are: Itinerant, resource, self-contained integrated, self-contained modified, self-contained complete.

For a smoother implementation of the two-year plan the following staff development needs were identified for the ensuing year:

1. In-service for central office staff/ regular education/special education.
2. Central office staff respond to the needs of the field staff.
3. Central office staff, regular and special, respond to "Who meets the needs of the slow learner?"
4. Institute on leadership for principals.

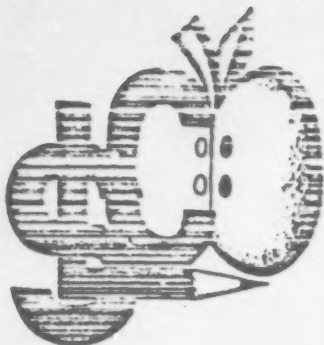
Implication for North Carolina Programs:

1. Development of a plan similar to the two-year transitional plan with some adaptations would be beneficial to the Middle School structure.
2. Continuous in-service for principals and other administrators relative to appropriate program services.
3. Possible in-service with local coordinators with options of different class structures.

The implications for the North Carolina Special Programs are rather limited. This is due primarily because many of the concepts, ideas and in-service areas of need are being done in many of the LEAs. However, for new Middle School Programs and those that need strengthening, the concept of Milwaukee's plan would be beneficial by providing a framework from which to begin the organizational structure.

The major points stressed throughout the day's activities were: (1) The principal, as the instructional leader, is most important to the Exceptional Children's Programs; (2) the principal can do a great deal in helping to change the attitude of the classroom teachers.

Many of the concerns expressed by the principals were those very similar to those in North Carolina.



Salt Lake City School District

440 East First South Salt Lake City, Utah 84111 Phone: 322-1471

PUPIL SERVICES - SPECIAL EDUCATION

Room 208 Administration Building

June 14, 1979

Dr. Ellen A. Herda
University Council for Educational Administration
29 West Woodruff Avenue
Columbus, Ohio 43210

Dear Ellen:

I want to report to you on a very successful workshop that you helped us plan and implement for Salt Lake administrators. The workshop was held in Park City, Utah, a resort city, 30 miles from Salt Lake on June 5, 6, 7, 1979. Half our elementary principals attended the first day; the other half the second day; and secondary administrators attended on the third day. Some 30 to 35 staff members were in attendance each day. The workshop was planned by representatives from the state department, the handicapped community, local school administrators, and district office staff.

The theme for the workshop was NORMALIZING FOR HANDICAPPED STUDENTS. The goal was to have all school administrators make a commitment to replicate the workshop with their own school faculties. In small group sessions over the three-day period, some 25 to 30 excellent suggestions were generated to present the special education story to local faculties. The list of these suggestions will be sent to you at a later date.

The money that you sent from SAGE allowed us to appoint a nine-member committee that directed the workshop. The SAGE money was spent for lodging and meals. It allowed us to be at the workshop site by 7:00 a.m. each morning and to plan for the next day's activities at the end of the workshop period.

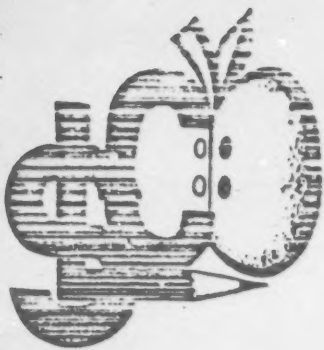
May I express my appreciation to you for your kind assistance in our workshop plans. Your encouragement in sending Ken and me to Tacoma planted the seeds for our workshop.

Please let me know if you need additional information to satisfy your requirements.

Sincerely,

C. William Davies, Director
Pupil Services - Special Education

pt



Salt Lake City School District

440 East First South Salt Lake City, Utah 84111 Phone: 322-1471

PUPIL SERVICES - SPECIAL EDUCATION

Room 208 Administration Building

June 14, 1979

Dr. Ellen A. Herda
University Council for Educational Administration
29 West Woodruff Avenue
Columbus, Ohio 43210

Dear Ellen:

I want to report to you on a very successful workshop that you helped us plan and implement for Salt Lake administrators. The workshop was held in Park City, Utah, a resort city, 30 miles from Salt Lake on June 5, 6, 7, 1979. Half our elementary principals attended the first day; the other half the second day; and secondary administrators attended on the third day. Some 30 to 35 staff members were in attendance each day. The workshop was planned by representatives from the state department, the handicapped community, local school administrators, and district office staff.

The theme for the workshop was NORMALIZING FOR HANDICAPPED STUDENTS. The goal was to have all school administrators make a commitment to replicate the workshop with their own school faculties. In small group sessions over the three-day period, some 25 to 30 excellent suggestions were generated to present the special education story to local faculties. The list of these suggestions will be sent to you at a later date.

The money that you sent from SAGE allowed us to appoint a nine-member committee that directed the workshop. The SAGE money was spent for lodging and meals. It allowed us to be at the workshop site by 7:00 a.m. each morning and to plan for the next day's activities at the end of the workshop period.

May I express my appreciation to you for your kind assistance in our workshop plans. Your encouragement in sending Ken and me to Tacoma planted the seeds for our workshop.

Please let me know if you need additional information to satisfy your requirements.

Sincerely,

C. William Davies, Director
Pupil Services - Special Education

pt

DEPARTMENT OF PUBLIC INSTRUCTION



STATE OF NORTH CAROLINA

RALEIGH

July 13, 1979

MEMORANDUM

TO: Ellen Herda
FROM: Lowell Harris *LH/ha*
RE: Visit to Mesa Public Schools

The visit to Mesa was extremely helpful. Mr. W. L. Rose, Assistant Director, Administrative Services, Division for Exceptional Children went for Ted Drain. We met with Hal McGrady and other special education staff to discuss the overall organization of the special education program. We then met with Carolyn Raymond concerning staff development and the SAGE project.

Below are some of my observations:

1. Psychologists are team leaders for the school-based committees in the Mesa Schools.
2. The school system has excellent assistant directors divided geographically to work with the special education personnel in schools.
3. Mesa had not done very much at all in terms of staff development for administrators prior to the SAGE project. They feel that this project really gave them a direction and helped them to set the stage for new activities in the future.
4. There were several keys to the success of the project. It appears that planning was the key item.
5. Below are Carolyn Raymond's comments concerning her suggestion. After discussing this with her, I agree.

The administrative staff must be committed to what the staff development is supposed to accomplish.

Memorandum
Page 2
July 13, 1979

Principals and other leadership personnel must be trained to train other personnel.

A need for the staff development must be accomplished.

An interest must be created prior to the staff development so that the people attending will have a reason to learn.

The training packages presented must be complete and up-to-date.

Many people should be involved in the planning process so that they will feel that they have an investment into the program.

Recommendations should be provided to persons who learn and follow through well.

Mr. Rose and I also visited the State Department. We shared many ideas concerning the overall operation of the State Department, especially in staff development for administrators. We received handouts and plan to send them all of our handouts concerning staff development.

We thank you again for your assistance in allowing us to make the trip and share what our projects are doing.

If there are questions, please let us know.

LH/bs

DEPARTMENT OF PUBLIC INSTRUCTION



STATE OF NORTH CAROLINA

RALEIGH

July 16, 1979

MEMORANDUM

TO: Ellen Herda
University Council for Educational Administration

FROM: W. L. Rose, Assistant Director *W. L. Rose*
Division for Exceptional Children *Superior*
State Department of Public Instruction

SUBJECT: Visits to Mesa Public Schools and the State Department of
Public Instruction, Phoenix, Arizona June 13-14, 1979

On June 13-14, 1979 Lowell Harris and I visited the special education staff of the Mesa Public Schools. The programs were well organized with very competent staff members. Dr. Hal McGrady explained the total operative procedures of the special education components of the Mesa Public Schools. Some schools were visited after a well planned orientational session. We met with some of the personnel for the Mesa Public Schools. Education tenets, program plans, and personnel procedures were discussed at length. Several useful and very practical handouts and materials were shared with us by the special education staff.

Dr. Carolyn Raymond, Director of Staff Development for the Mesa Public Schools through the SAGE Project, shared very detailed and comprehensive materials about the school systems plan for staff development. The staff development plan is shared with all professional personnel at the beginning of each school year. Teacher participation and interest were key factors in the implementation process for staff development.

On the second day of the trip, we visited the State Department of Education in Phoenix, Arizona. The special education department was very helpful and cooperative in sharing information about programs, funding, personnel, state and federal rules, and the organizational structure for the entire State of Arizona. A variety of educational materials were given to us by the special education department. Specific time elements were set aside for us to meet with different staff members for the purpose of discussing and sharing ideas, trends, and methods in special education.

In conclusion, the visits to the Mesa Public Schools and the State Department of Public Instruction were very meaningful and worthwhile. From the visits, I have enhanced my educational outlook:

- Much was learned through the process of sharing and observing the Mesa Public Schools and the State Department of Public Instruction.

Memorandum
Page 2
July 16, 1979

- . The staff development procedures through the SAGE network were highly technical and well organized.
- . Cooperative planning is an excellent method for assessing, developing, and implementing programs for special education and staff development.
- . Total commitments were very evident of the personnel for both educational agencies that were visited.
- . Personnel experiences in direct contact provide excellent opportunities for improvement in the area of education.

WLR/mjm

APPENDIX VII

SAGE AND BEYOND

Metropolitan Public Schools

2601 BRANSFORD AVENUE • NASHVILLE TENN 37204

November 8, 1979

TO: Ellen Herda, Coordinator of SAGE

FROM: Phyllis Shutt, Coordinator, Metro Nashville
Component of SAGE

SUBJECT: SAGE: Retrospect and Projection

The topic for these observations which I want to share with you is a bit unusual. Through the years I have been very much involved in the development and implementation of a number of externally funded projects. With very few exceptions, these projects met their demise almost immediately at the termination of the funding period. The local system gave little priority to their continuance regardless of their effectiveness during the funding period.

In contrast, today I find that SAGE is very much alive in Nashville. As coordinator of administrative staff development, I am working very closely with both special and general education leadership personnel in following up and expanding the work done at the last formal SAGE working conference. For this reason I am able to be both retrospective and future oriented.

In retrospect, there are many factors I could recount as having contributed to the success of Nashville's SAGE. Some of them would be the backdrop of UCEA with its resources and opportunities; the support of the top leadership personnel in Metro Nashville Schools and their commitment to the focus of the project; a group of local special and general education leadership personnel who spent long hours planning and implementing the series of working sessions over a three-year span; the work of the building principals who were the major focus and involved in all activities; the opportunity to include representative special and general education teachers in one of the work sessions. This involvement of teachers was critical in the development of a School-Based Resource Team at the local school level which was the ultimate goal of the funded SAGE in Nashville and is the basis for follow-up and expansion beyond SAGE funding.

One important factor not to be overlooked is the role played by the UCEA SAGE coordinators. Dr. Norman Ellis who served at the time of the initiation of the project made a significant contribution in his very practical, open, straight-forward presentation of the task to be done. He attained credibility with the administrators and gave much assistance in our establishing the feeling of "everybody being in this situation together". Those early days of implementation moved us ahead.

When you, Dr. Herda, came on the scene, your depth of insight and perception in relation to the SAGE focus and its broad implications gave added impetus to our effort. The support you gave to our initial overall goal of putting the major emphasis at the local school level

assisted us in moving toward the development of alternative structures for a School-Based Resource Team. At the other end of the continuum, you were very resourceful in expanding the project horizons within the education establishment but more significant you were able to extend them beyond to include participants from various sectors of our society. I am referring especially to the Collaborative Leadership Conference.

The following statements will be in terms of my reaction to this conference.

First of all, the idea of a completely different focus and format for the culminating SAGE conference was refreshing. For the most part, my participation in such activities through the years has been "show and tell", and this different approach had the promise of being much more stimulating and challenging.

The conference goal was a challenge - "the formation of questions that bridge the gap between the technical and mechanical issues of compliance and sociocultural and political forms of access for the handicapped". Working papers submitted prior to the conference related to "access to equity" were provocative and thought-expanding, and also furnished the participants some insight into the upcoming conference.

Your planning for the conference was masterful in organization and detail. For those of us (SAGE Coordinators) who had a major role in implementation, the expectations for the conference were frightening. I, personally, was both intimidated and challenged. The different approach to evaluation by "addressing basic assumptions and conditions that operate in certain contexts---" suggested some relief from the sterile statistical data approach which tells so little.

At this point, I will say that in my opinion, the evaluation procedures used for the overall SAGE project and for the Nashville component could in no way assess nor reflect the significant impact of the three-year effort, nor could such data indicate much direction for continued efforts. This comment is not meant to be negative, but rather to underscore a plea for continued effort toward the development/refinement of more meaningful research and evaluation techniques, "Negotiated evaluation" is a concept or a technique to which I was exposed for the first time at the Conference. I found it not an easy approach but one which I believe has merit in a variety of situations.

May I close my comments regarding the Collaborative Conference with the following statements; It was a highlight in my own professional development, but I have never worked as hard. Initially, I was a bit "hung-up" on the high expectations and the proceedings seemed to go astray at times. However, as the conference proceeded, things began to come together, the focus was sharpened, and a very diverse group of participants saw themselves as having significant roles in "access to equity". This conference provided an excellent base for expansion of this same type of effort into broader arenas nation-wide.

Thank you again for the opportunity of collaborating with my SAGE colleagues, under your direction, in the implementation of an excellent venture.

I am attaching some comments related to Carol Mortland's participation in an evaluation of our last SAGE working conference in Nashville. Her written report to me, along with my prior discussions with you, really whetted my appetite for some different approaches to research and evaluation. At this point, my concern is how I may be able to pursue this interest.

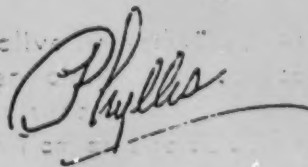
FROM:

Phyllis Sager

Finally, I want to indicate the status of our SAGE plans for this year. Our first working session had been tentatively planned for much earlier this Fall. However, both special and general education leadership personnel have been under tremendous pressure with all the responsibilities of getting a rather complex school year under way. Shaf Nasser and I believe it may even be early December before we can schedule the first session. Suitable off-campus facilities seem difficult to schedule at the time we can take advantage of them. Specific plans for the work session should be in your hands in the next few days.

I value very much the opportunity I have had to work with you and hope we can continue to do so in some capacity.

In copy to:
cc: Dr. Elbert D. Brooks
Dr. Jack Culbertson



In retrospect, there are many factors I could account for having contributed to the success of the Nashville SAGE. I am sure that the success of SAGE is due to the commitment and opportunity of the working session participants. I am sure that the success of SAGE is due to their commitment to the focus of the project, a group of special and general education leadership personnel who took on the responsibility of planning and implementing the sessions over a three-year period. I am sure that the success of SAGE is due to the fact that the sessions were not only planned and implemented by the participants, but also by the participants and involved in all activities. The opportunity to include special and general education teachers in one of the working sessions. This involvement of teachers was critical in the development of a School-Level Resource Team at the local school level, which is the ultimate goal of the final SAGE in Nashville and is the basis for follow-up and expansion beyond SAGE funding.

One important factor not to be overlooked in the success of the SAGE is the leadership of Dr. Norman Ellis who served as the SAGE coordinator. His leadership and his contribution in his very busy schedule, and his personal and professional commitment, and his attainment of critical success in the SAGE project is a great example of leadership. He has the feeling of "even though we have a long way to go, we are moving forward and we are moving us ahead."

When you, Dr. Hirsch, came to the SAGE project, you brought with you a wealth of experience to the SAGE focus and to the SAGE project. You brought with you a wealth of experience to the SAGE project and to the SAGE project. You gave to our initial overall goal of setting the major emphasis of the local schools.

APPENDIX VIII

**EXAMPLES OF PLANS ADDRESSING THE
SCHOOL-BASED COLLABORATIVE AND MULTIDISCIPLINARY APPROACH**

SAGE PROJECT

Proposal
for

Middle School Exceptional Education Program Development Project

1. Legal Name of Submitting Agency: Milwaukee Public Schools, Board of School Directors.
2. Name of Project: Middle School Exceptional Education Program Development Project.
3. Operational Time of the Proposed Project: January __, 1978⁹ to May 31, 1978. This timeline includes initial planning, committee meetings, writing and printing a handbook, and presenting a staff development program for middle school administrators.
4. Project Objective: The objective of this project is to involve general and exceptional education administrators in defining and developing middle school exceptional education program models which are based on the needs of pre and early adolescent students with mild, moderate, and severe exceptional education needs and are consistent with the goals and objectives of the middle school program.
5. Project Background: Because of the unique needs of pre and early adolescent students, school districts across the country have been moving toward the development of middle school programs. In September, 1972 the Board of School Directors of the Milwaukee Public Schools requested that the administration review alternatives to the junior high school organization. Following reports from a Junior High Study Committee, plans for a transition from a junior high organization to a middle school organization were discussed. In December, 1978 The Plan for the Transition to the Middle School was presented to the Milwaukee Board of School Directors. In an abstract to that document dated December 18, 1978, the philosophy of the middle school was characterized as follows:

The Milwaukee Middle School philosophy is based on the concept that each student, regardless of age, is an individual with his/her own unique intellectual, emotional, social, physical, and psychological differences. The middle school is viewed as an organization designed to meet the specific needs of pre and early adolescent students. The program will provide a humanistic environment in which students actualize their fullest potential in the cognitive, affective and psychomotor areas.

Unlike the planning which has occurred in other school districts, exceptional education programming has been considered an integral part of the proposed middle school program for the Milwaukee Public Schools. The development of

exceptional education programs consistent with the middle school philosophy and structure will impact greatly on the delivery of services to pre and early adolescent handicapped children.

6. Project Team Composition: The project team will consist of ten general and exceptional education administrators. There will be five representatives from the Division of Exceptional Education and Supportive Services: two Supervisors, Programs for the Retarded; one Supervisor, Programs for the Learning Disabled; one Supervisor, Programs for the Emotionally Disturbed; one Supervisor, Low Incidence Exceptional Education Programs. There will be three representatives from the Division of Administrative and Pupil Personnel Services: one Administrative Specialist, one Principal, one Assistant Principal. There will be one representative from the Division of Curriculum and Instruction: one Curriculum Specialist and one Supportive Services staff member.
7. Project Goals: The goals of the project are:
 - a. The delineation of a philosophical base for middle school exceptional education programs which considers the needs of pre and early adolescent handicapped students.
 - b. The development of an organizational structure for middle school exceptional education programs which allows for programming in the least restrictive alternative.
 - c. The development of suggested instructional programming models consistent with the philosophy, goals, and objectives of the middle school program and the needs of the students.
8. Expected Outcomes:
 - a. The development of a middle school exceptional education program handbook to be used by administrators and teachers in providing general and exceptional education services to exceptional education students;
 - b. The development and implementation of a staff development program for middle school general and exceptional education administrators designed to increase understanding of the goals and objectives of exceptional education programs as they relate to the middle school.
 - c. The development of further cooperative working relationships between general and exceptional education administrators in the development of middle school programs for students with handicapping conditions.

9. Proposed Budget:

Salaries -	10 x \$12.25 per hour x 20 hours	\$2450.00
Duplicating and Printing		200.00
Materials		100.00
Conferences		1000.00
Consultants		600.00
Staff Development Program for Middle School General and Special Education Administrators		1000.00
*Evaluation		<u>300.00</u>
	TOTAL	\$5650.00

*Budget needs
to be reviewed*

- * 1. Traditional Pre and Post Assessment
- 2. New procedures recommended by SAGE Project Director

TRAINING OF ADMINISTRATORS
IN SPECIAL EDUCATION PROCEDURES

Mesa's Third Year Program

SUBMITTED TO
PROJECT SAGE
UNIVERSITY COUNCIL OF EDUCATIONAL ADMINISTRATORS
COLUMBUS, OHIO

Prepared by
Carolyn Raymond
Director of Staff Development

Submitted by
Mesa Public Schools
549 North Stapley Drive
Mesa, Arizona 85203

October, 1978

486

TRAINING OF ADMINISTRATORS IN SPECIAL EDUCATION PROCEDURES

ABSTRACT

OBJECTIVES

- 1.0 By November 30, 1978, the SAGE training program used the previous two years will be refined and conducted with approximately 40 new unit administrators, special education personnel, psychological services personnel and support service personnel as evidenced by a final report by May 30, 1979.
- 2.0 By April 30, 1979, each school team will be involved in a self-review and support service review to determine current operations with respect to special education procedures as well as an individual plan of action which will include training needed to correct or improve areas of deficiency as reported in a final report by May 30, 1979.

APPROACH

To solve the objectives of this program, three phases will be designed.

- Phase I will be a one-day workshop on November 14, 1978, for approximately 40 new staff focusing on the multidisciplinary conference, P.L. 94-142, due process, and parent involvement. This training program will be designed around nine transportable training modules.
- Phase II will be administrator orientation sessions through the year on new policies, procedures, and products which are currently being streamlined and/or developed (i.e., refinement of the IEP, a checklist from referral to placement to termination with role responsibilities identified.)
- Phase III will involve a self- and support-service evaluation review of current special education policies and procedures with individual training designed based upon deficiencies found in the review process.

After all three phases have been conducted, a half-day planning session with the SAGE Planning Team will take place in May to determine FY '79-'80 activities.

TRAINING OF ADMINISTRATORS IN SPECIAL EDUCATION PROCEDURES (THIRD YEAR PLAN)

INTRODUCTION

This document has been prepared as a third-year proposal to conduct a SAGE training endeavor in the Mesa Public Schools as an ongoing activity of the partnership between the Mesa district and UCEA. The focus of the training will be with principals, assistant principals, counselors, special education personnel, psychologists and psychometrists, support service personnel as well as central administrators. The remaining portion of this document presents a goal statement, needs statement, objectives, tentative approach, proposed evaluation procedures, and budget.

GOAL

To conduct several inservice activities in the area of special education procedures over a six month period with over 200 participants including principals, assistant principals, counselors, and special education department heads, psychologists, special education personnel, curriculum and special projects personnel, and central administrators.

NEEDS ASSESSMENT

In the first year of this program, a needs assessment instrument was administered on October 5, 1976. (Data available in 1976 proposal.) The data from this instrument was used to design a transportable training program with a focus on: (1) multidisciplinary conferences, (2) the 94-142 law, (3) due process procedures, and (4) parent involvement. The first year focused on providing the training through an inservice activity for elementary school teams (principal, special education chairpersons, psychologist, psychometrist). In addition support service personnel who serve special need students, central

administrators, as well as other special education and psychological service personnel were included in the training. According to the evaluation, the training was most successful (See Final Report 1976-1977). The training modules were revised using this data and made available nationwide through UCEA.

The second year was devoted to revising the training program based on the needs assessment data, new district procedures, and adapting for secondary schools -- the target training population. The training program was conducted mid-year with secondary school teams which included counselors. The evaluation once again indicated a high degree of success. The training modules were revised based on the data and submitted to UCEA for dissemination.

In addition two other endeavors were accomplished during the 1977-78 year. The first was the administration of a needs assessment instrument which dealt specifically with individuals' perceptions to roles and functions with respect to special education procedures. This data was used in a SAGE Planning Team meeting. During the meeting, the task of ascertaining new training needs was presented to the administrators. They were asked to look at the total problem with component issues and concerns, the past and most recent needs data, the present training needs for administrators and the elements involved in carrying out the training.

Past and recent needs data showed a concern with confusion of role responsibilities. Other concerns were those involving procedures, staff, due process, and parent involvement.

Using a modified Delphi technique, groups were organized and asked to determine needs individually, in pairs, then as a group. Five top needs were identified by each group. Needs identified by the three groups were as follows.

1. Role of personnel in conferencing; i.e., how to present data, recording, documentation, hard data versus inferential, etc.
2. Making administrators more aware of program offerings, differences in exceptional children, criteria for placement, and alternatives available when a student doesn't qualify.

3. Better understanding of intent of law. Set limits and expectations of all involved, for example: the learning disability resource program needs to be more clearly defined.
4. Notification of parents.
5. Role of parent and role definition of all involved.
6. Synthesize and clarify everything and have a checklist of responsibility.
7. Line-staff delivery of information.
8. Computerize IEP's -- have a book of IEP's with problem remediation.
9. Lack of communication -- notification of steps to be taken, staff responsible, checklist.
10. Checklist of paperwork -- when it is done, initialed, etc.
11. Awareness and commitment to come together -- joint effort.
12. Termination (phasing in and out), especially as it pertains to teachers -- needs are both informational and attitudinal.

Other areas identified which would be more applicable to teacher training needs were also identified. They included:

1. Oneness between special education and general education.
2. Insuring follow-up for the student, whether or not he/she is placed. Also, what alternatives are available for such a student.
3. Oneness in curriculum.
4. Mainstreaming and placement concerns when student is terminated. Teachers often do not want to take them back into the regular classroom.
5. Training special education teachers to give aid and support to regular teachers especially personal aid.

6. Ways of changing attitudes.
7. Need to analyze structure of program, i.e., put all students back in regular education, special teacher becomes resource to regular teacher when students are mainstreamed, incentive pay for regular teachers, and flexibility in the allocation of resources.
8. Training for regular education teachers on how to handle special education students.
9. Training all people who have access to student records.

From the list of needs, the team as a whole determined the top five needs. They are listed as follows in the order of priority.

1. Streamlining the "Total Special Education Package" -- need to write it out in simple terminology, clarify assessment, placement, etc. and standardize procedures.
2. Awareness of existing programs -- what programs are offered.
3. Effective leadership in multidisciplinary conferences, i.e., conducting summary, group discussions, proper placement.
4. Effective communication in school -- a oneness of special education and regular education.
5. Parent training programs -- notification of parents and their role in special education.

Several elements were then identified as having to be accomplished prior to implementing training. These elements were:

1. Collect procedures and develop one set of procedures.
2. Synthesize and clarify all aspects of the process.
3. Identify roles and describe responsibilities.
4. Differentiate at all levels.

In the first month of the 1978-79 academic school year, two meetings were held to relook at this data and recommend procedures to be proposed in this document. The first meeting was of the SAGE Design Team composed of special education, psychological services and staff development personnel. These are the individuals who have been responsible for the designing and training. A plan was prepared and then discussed with the SAGE Planning Team. The results of this meeting is proposed in the rest of this proposal.

OBJECTIVES

In order to address the needs identified by the SAGE Planning Team, two major objectives will take place.

- 1.0 By November 30, 1978, the SAGE training program used the previous two years will be refined and conducted with approximately 40 new unit administrators, special education personnel, psychological services personnel and support service personnel as evidenced by a final report by May 30, 1979.
- 2.0 By April 30, 1979, each school team will be involved in a self-review and support service review to determine current operations with respect to special education procedures as well as an individual plan of action which will include training needed to correct or improve areas of deficiency as reported in a final report by May 30, 1979.

The following is a list of proposed outcomes of the training for major objective 1.0. Participants successfully completing the training activities will be able to:

- Given definitions of various types of conferences and definitions of other meetings, the participants will identify the type of conference or meeting that is occurring in each case.

- The participants will list the major components -- what, when, and who -- of the multidisciplinary conferences.
- The participants will describe techniques for making conferences efficient and effective.
- Given statements describing events in the overall placement process, the participants will specify the sequence of these events in relation to multidisciplinary conferences.
- Given the data and procedures outlined by the P.L. 94-142 regulations concerning IEP's, the participants will be able to correctly complete an IEP for a given student.
- Given statements describing placement of children into special education and information regarding federal and state regulations for special education, the participants will indicate for each statement whether it reflects a federal or state regulation, or both.
- Given data regarding a student who is having learning problems, the participants will recommend the least restrictive alternative for placement.
- The participants will name special programs where overlapping or duplicating of services may occur within a school district.
- The participants will describe procedures that can be implemented within the school in order to reduce or eliminate unnecessary duplication of special services.
- The participants will name factors which interfere with effective communication during multidisciplinary conferences.
- The participants will describe actions group leaders can take to make conferences efficient and effective.

- The participants will state the times when, according to federal and state law, parents must be involved in the placement process.
- The participants will describe ways of increasing parent involvement in the placement process beyond that required by law.
- Given data regarding a student who is having academic and behavior problems, the participants will make appropriate recommendations for placement of a student.
- The participants will describe possible ways of dealing with specified concerns regarding the placement process.
- The participants will design a school plan for implementing effective placement procedures. The plan will include the who, what, when, why, and how of multidisciplinary conferences.
- The participants will list procedures for disseminating, obtaining feedback, and revising the school plan.

APPROACH

To solve the needs and objectives addressed in this document, it is proposed that a program of three phases be designed.

- Phase I will be a one-day workshop for approximately 40 new staff focusing on multidisciplinary conference, P.L. 94-142, due process, and parent involvement.
- Phase II will be administrator orientation sessions through the year on new procedures, products, etc.
- Phase III will involve a self- and support-service evaluation review of current special education policies and procedures with individual training based upon deficiencies found in the review process.

Phase I: It is proposed that the training activities for this phase be designed around a series of modules on single concept learnings in the areas identified. The modules used in the first two year programs will

be refined and modified. The one-day workshop should be built around the assumption that it is fruitless to offer solutions before people recognize that there is a problem. Unfortunately, many educators do not recognize that there is a problem in the area of special education procedures and, therefore, more than likely will not do anything about the area unless they identify with the problem. Therefore, the first part of the workshop will be devoted to increasing participants' awareness for the need for improving multidisciplinary conference procedures. The training workshop will be built on the hypothesis that participants must be actively involved in the learning process.

The Phase I training program will be competency-based and designed around detailed instructions for the trainers. The training program will be designed with the following characteristics:

- It will be multidisciplinary and problem-oriented.
- It will be usable without need for training the trainers.
- It will be flexible in that it:
 - a. can be used by a variety of groups
 - b. can be used in situations with varying human and material resources
 - c. can be used at varying levels of both trainer and trainee sophistication
- It will incorporate learning principles such as:
 - a. revealing training objectives to the participant
 - b. promoting perceived purpose of those training objectives
 - c. providing for appropriate participant practice on the training objectives
 - d. allowing for active participant involvement
- It will use a multi-media training approach.

- It will provide for a variety of groupings (i.e., individual, small group, large group)
- It will use a large number of instructional training strategies such as brainstorming, force-field analysis, structured group discussion, simulations, demonstrations, lectures, etc.

The following is a list of the training modules for Phase I:

<u>Module One</u>	"What is Conferencing Anyway?"
<u>Module Two</u>	"Yippe IEP"
<u>Module Three</u>	"The Givens"
<u>Module Four</u>	"Options Galore"
<u>Module Five</u>	"Keeping Track"
<u>Module Six</u>	"Making It Work"
<u>Module Seven</u>	"Input From Home"
<u>Module Eight</u>	"Getting It Together"
<u>Module Nine</u>	"Issues and Solutions"

Phase II: This phase will be a period where several procedures will be streamlined and/or developed. For example this will include:

- refinement of the IEP
- refinement of due process procedures
- a checklist from referral to placement to termination with role responsibilities identified procedures, processes, etc.
- a parent advisement group
- an orientation program of services offered

As procedures and programs are refined or developed, orientation sessions will be planned and conducted on a needs basis. A log of such activities will be kept.

CR/sc/101978/9
SAGE Training

CR/sc/101978/7
SAGE Training

Phase III: This phase will start with the development of the evaluation review procedures to be used in an investigation to determine how many of the special education procedures, designed over the past two years and on which most administration staff were trained, are being implemented.

Areas for review may include such things as:

- procedures checklist and role responsibilities
- IEP procedures and format
- multidisciplinary conference procedures and roles
- staff evaluation procedures
- parent orientation/training/advisory program
- communication needs between special education and general education staff
- centralization of all approaches in the referral/placement/termination process
- procedures to follow when students cannot be placed in special education situation
- due process procedure as it relates to special need youngsters
- confidentiality of records
- making effective use of districtwide and other support personnel
- child identification procedure
- phasing youngsters out of special education programs into regular program
- monitoring procedures
- handling grievances of the special education program

Once designed, the review procedures will be reviewed by the SAGE Planning Team. Refinements will be made and then in a session, staff will be oriented to the

CR/sc/101978/10
SAGE Training

self-evaluation and support services evaluation review procedures. The review procedures will be undertaken and based upon areas of deficiency with a plan of action to bring about change. Where training is needed, training activities will be designed and implemented. A log of these activities will be made.

After all three phases have been completed, a half-day planning session for FY 79-80 will take place in May. This will involve the SAGE Planning Team and the SAGE Design Team.

PROPOSED BUDGET

The following budget is proposed for the use of the \$4,000.00 allotted to Mesa from the SAGE project as well as a listing of inkind contribution by Mesa Public Schools to the project.

<u>Personnel</u>	<u>SAGE Project</u>	<u>MESA* Inkind</u>
Workshop developers 5 persons @ average of \$80.00 per day		\$ 400
Secretarial support 20 persons @ \$40.00 per day		800
<u>PHASE I</u>		
Workshop participants/staff 40 individuals x one day average @ \$80.00 per day		3,200
<u>PHASE II</u>		
Participants/staff -- 200 individuals x 8 hours x average @ \$10.00 per hour		16,000
<u>PHASE III</u>		
Participants/staff -- 200 individuals x 10 hours x average @ \$10.00 per hour		20,000
Employee Benefits (\$40,400 x 17.5%)		7,070
Special education person and Evaluator parttime x 250 hours @ average of \$8.00 an hour	\$2,000	
Secretarial Assistance	400	

	<u>SAGE Project</u>	<u>MESA* Inkind</u>
<u>Mileage</u>	\$	\$ 500
<u>Materials and Supplies</u>		
Duplication		600
Workshop Supplies,		
Notebooks (paper)	600	
Resource Materials	500	
<u>Workshop Facilities and Logistics</u>		
Phase I Workshop	400	
Planning Session		
at end of year	100	
TOTAL	\$4,000	\$48,570

*Does not include all inkind support such as facilities, utilities, etc.

CR/sc/101978/12
SAGE Training

DEPARTMENT OF PUBLIC INSTRUCTION



STATE OF NORTH CAROLINA

RALEIGH

March 20, 1979

Ellen A. Herda
Associate Director
University Council for
Educational Administration
29 West Woodruff Avenue
Columbus, OH 43210

Dear Ms. Herda:

I am outlining below the plans that the Division for Exceptional Children has for providing training for local directors and principals during the Spring of 1979 with funding through the S.A.G.E. project. The training will operate as a one day drive in conference.

Title: Management Strategies: 1979 Leadership Training for Principals

Purpose: To provide inservice training which meets the needs of school leaders who are responsible for providing educational programs for exceptional children

Objectives: Training activities will be developed based on the following areas of high interest.

1. Referral-Placement Process - L.E.A.'s will bring their own forms and procedures for simulation activity of process as it relates to laws - participants will:
 - 1) gain knowledge of principal's role and responsibility in the process
 - 2) assure each principal is aware of their L.E.A.'s I.E.P. form and how it is used by teachers in his school for placement.
2. Due Process Hearings - case studies and legal precedents will be used for simulation and discussion groups. The participant will:
 - 1) gain knowledge about the role of the principal in hearings
 - 2) gain legal knowledge about exceptional children
3. Staff Support and Resources - Plans for inservice and discussion of staff development resources at the building level will be presented. Participants will:
 - 1) develop skills for needs assessment, planning & implementing staff development activities at the building level
 - 2) gain knowledge about resources for staff development activities:

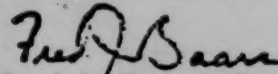
National, State, Regional, Local, Building Level

March 20, 1979

4. Service delivery model options - The school-based committee function and I.E.P. development will be presented. Participants will:
 - 1) develop skills for management of school-based committee functions
 - 2) be able to develop I.E.P.'s and relate curriculum and evaluation to goals and annual review.
5. Assistance Teams - Purpose, function and organization will be studied. Participants will:
 - 1) gain information about the concept of assistance teams.
 - 2) and the implementation of the model
6. Observational Skills - Simulation and discussion groups will study advantages and methods of using observational skills. Participants will:
 - 1) learn what to look for
 - 2) learn how to write a description of observations
 - 3) gain skills for using observation techniques with teachers

We appreciate the S.A.G.E. support and especially your assistance. Training plans will be completed as soon as we have your approval of this activity.

Sincerely,



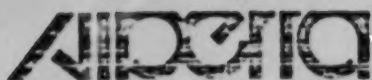
Fred J. Baars, Consultant
Staff Development
Division for Exceptional Children

FJB/

cc: Theodore R. Drain
Lowell Harris
Libby Broome

APPENDIX IX

EXAMPLES OF MATERIALS EXCHANGE CORRESPONDENCE



EDUCATION

Devonian Building, West Tower

11160 Jasper Avenue

Edmonton, Alberta, Canada

TSK 0L2

September 27, 1979

Dr. Ellen Herda
Associate Director
University Council for
Educational Administration
29 West Woodruff Avenue
Columbus, Ohio 43210

Dear Ellen:

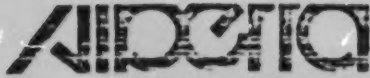
Thank you for sending this very useful information to us. We have taken the liberty of making a copy of this and trust this meets with your approval. Your interest and help have been sincerely appreciated.

Yours truly,

A handwritten signature in cursive script, appearing to read "Heleen".

Heleen J. McLeod
Sensory Multihandicapped Project

HJM/ss
Enc.



EDUCATION

Devonian Building, West Tower
11160 Jasper Avenue
Edmonton, Alberta, Canada
T5K 0L2

September 18, 1979

Ellen Herda
Associate Director
University Council for
Educational Administration
29 West Wodruff Avenue
Columbus, Ohio 43210

Dear Ms. Herda:

Thank you very much for sending a copy of "Human and Informational Resources for Improving Special and General Education Leadership". I am sure that we will find this publication useful as we move ahead in our planning.

Any other information which you are able to provide to us would be greatly appreciated. If it is at all possible we would also appreciate receiving one more copy of the above mentioned publication.

Thank you once again.

Sincerely,

Heleen J. McLeod
Sensory Multihandicapped Project

/ss



August 22, 1978

Mr. Ronald Walton
Superintendent
Monroe County Community School Corporation
Bloomington, Indiana 47401

*12.520 Skidmore
492-12-81
... ..*

Dear Ron:

Jack and I enjoyed our recent telephone conversation with you. I am enclosing the evaluation tool we talked about and an article on a second UCEA evaluation tool for staff development.

I will be in Bloomington November 5-7 and, if you would like, could visit with you and selected staff members either November 7 or 8. I could explain in more detail the SAGE (Special and General Education Leadership) Project. We could also explore any interests you might have for further involvement in the project.

I look forward to the possibility of meeting you later this fall and also to hearing from you regarding a visitation to Monroe County Schools.

Best wishes.

Cordially,

Ellen A. Herda
Associate Director

EAH:ph

Enclosures.

cc: Jerry Keener
Peggy Dyer
Jack Culbertson

505



Mesa Public Schools

George N. Smith, Ed. D.
Superintendent

December 4, 1978

University Council for Educational Administration
29 West Woodruff Avenue
Columbus, Ohio 43210

Attention: Ellen Herda

Dear Ms. Herda:

Our department is involved in the Mesa Schools SAGE and LEA projects and would like to order the following materials which were mentioned in your memorandum of November 10, 1978.

1. Dade County, Florida
 - School-Based Child Study Team (CST)
 - A Workshop Manual for Principals (Elementary)
 - A Workshop Manual for Assistant Principals (Elementary)
3. Milwaukee
 - Testing Coordination Handbook/Multidisciplinary Team Diagnosis
 - Individual School-Based Exit Criteria Manual
4. Nashville
 - Group Facilitator's Guide for Systemwide Special and General Education In-service
 - The IEP Process
5. North Carolina State Department
 - Rules - Governing Programs and Services for Children with Special Needs
 - Principals as Instructional Leaders
 - Direct Services to Exceptional Children/A Process Model
 - Career Opportunities/Teaching Children with Special Needs
 - In-service Training of Principals and Parents

Sincerely,

Richard Duncan

Richard Duncan, Ed.D.
Dir., Psychological Services

December 28, 1978

Dr. Richard Duncan
Director, Psychological Services
Pupil Personnel Services Center
Mesa Public Schools
39 South Hibbert
Mesa, Arizona 85202

Dear Dr. Duncan:

Thank you for your letter of December 4, 1978 requesting SAGE materials. Because of this year's elimination by BEH of funds for material dissemination, we are unable to reproduce and send materials. I am enclosing the names and addresses of individuals who can respond to your request.

Best wishes for 1979.

Cordially,

Ellen A. Herda
Associate Director

/ph

Enclosure

507

January 18, 1979

Charles B. Hayes
New York University
School of Education
Suite 300, East Building
Washington Square
New York, New York 10003

Dear Charles:

Thank you for the prompt return of the SAGE materials, and yes, I am aware that OSU has a football team, but since the demise of the Vikings, my interest in football has waned considerably. (My interest was never very strong in the area of college football.)

Upcoming UCEA/SAGE events include workshops in Tacoma, Washington, March 6-7, April 17-18; Dade County, Florida, March 25-26; and Milwaukee, Wisconsin, May 9-10. Details will be coming out soon on these workshops.

Hopefully, one of these dates will fit into your schedule.

Cordially,

Ellen A. Herda
Associate Director

/sc

OFFICE OF ADMINISTRATION
HUNTINGTON UNION FREE SCHOOL DISTRICT
BC: 1500
HUNTINGTON, NEW YORK 11743

CHARLES W. RUDIGER
SUPERINTENDENT OF SCHOOLS
PHONE: (516) 421-5552 673-2038

January 15, 1979

Ellen A. Herda
UCEA
29 West Woodruff Avenue
Columbus, Ohio 43210

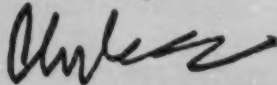
Dear Ellen:

Awile ago you sent a memo to Partnership LEAs concerning UCEA
SAGE objectives and a description of available materials, etc.
I would appreciate receipt of the following:

- ..Assessment Tool for Administrative Staff
Development Needs
- ..Computer Printout of Results and Interpretation
of Such Results if Desired
- ..P.L. 94-142 Task and Activities Analysis and
Instrument
- ..SAGE NOTES -- A Newsletter containing Articles
about Rules and Regulations, Models for implementing
Change, Discussions about Implications of 94-142, etc.

Very best regards.

Sincerely,



Charles W. Rudiger

Superintendent

CWR:HZ

UNIVERSITY COUNCIL FOR EDUCATIONAL ADMINISTRATION

January 23, 1979

Charles W. Rudiger
Superintendent of Schools
Office of Administration
Huntington Union Free School District
Box 1500
Huntington, New York 11743

Dear Charles:

Thank you for your letter of January 15, 1979. I have added your name to the SAGE Notes mailing list and am enclosing a couple of past issues for your review.

I am also enclosing the assessment tool and the Task and Activities Analysis. These were designed early in the SAGE program. Your district's needs may not be reflected in these instruments. If this is the case, we can talk about this and proceed based on your system's needs. The computer print-out would reflect your district's profile.

Shortly, you should be receiving a SAGE memo indicating the Milwaukee, among others, Workshop for Middle Schools which we discussed earlier. If you and/or any of your staff wish to attend, please let me know.

If you plan on AASA—see you then.

My best wishes to you.

Cordially,

Ellen A. Herda
Associate Director

/ph

Enclosures

510

INDIANA UNIVERSITY

School of Education

EDUCATION BUILDING
BLOOMINGTON, INDIANA 47401

DEPARTMENT OF SCHOOL ADMINISTRATION

TEL. NO. 812-337-0231
337-3362

November 22, 1978

Ellen Herda
UCEA 2
29 West Woodruff Avenue
Columbus, Ohio 43210

Dear Ms. Herda:

We would like to include the materials you offer in our data bank but would like to know a little more about the cost availability, etc. We are particularly interested in the following:

Staffing Procedures -- School-Based Plan for Special and General Education

Modules for Systemwide Administrative Staff Development.

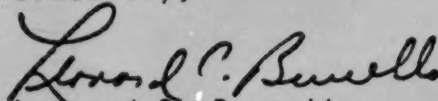
Group Facilitator's Guide for Systemwide Special and General Education In-service.

In-service Training of Principals and Parents.

P.L. 94-142 Task and Activities Analysis and Instrument.

We would appreciate it if you would send us more information.

Sincerely,



Leonard C. Burrello
Associate Professor
of Education

LCB/mck

Encl.

APPENDIX X

EXCEPTIONAL EDUCATION CONTACTS IN
UCEA PARTNERSHIP SCHOOL SYSTEMS

UCEA PARTNERSHIP SCHOOL SYSTEMS

1979-80

<u>School System</u>	<u>Superintendent</u>	<u>Exceptional Education Contact</u>
Atlanta Public Schools 218 Pryor Street SW Atlanta, Georgia 30303 (404) 659-3381	Alonzo A. Crim	
Austin Independent School District 6100 North Guadalupe Austin, Texas 78752 (512) 451-8411	Jack L. Davidson	Marianna Gage Stump
Carlton Board of Education 133 Greenbank Road Ottawa, Ontario K2H 6L3 CANADA (613) 820-1820	Stan Berry	
Carol Stream Community School District 391 Illini Drive Carol Stream, Illinois 60187 (312) 462-8900	Elsie Johnson	Deborah Vensel
Chicago Public Schools 228 North LaSalle Street Chicago, Illinois 60601 (312) 641-4141 (312) 641-8323 (Center)	Joseph P. Hannon	Martin Gabriel
Dade County Schools 1410 N.E. 2nd Avenue Miami, Florida 33132 (305) 350-3268	John L. Jones	Wylamerle Marshall
Detroit Public Schools 5057 Woodward Avenue Detroit, Michigan 48202 (313) 494-1000	Arthur Jefferson	Andrea Brown
East Brunswick Public Schools East Brunswick, New Jersey 08816 (201) 257-8300	Joseph Sweeney	Michael Cohen
East Syracuse-Minoa Central School Fremont Road District East Syracuse, New York 13057 (315) 656-7201	Fritz Hess	Eleanor Hyatt

<u>School System</u>	<u>Superintendent</u>	<u>Special Education Contact</u>
Edmonton Catholic School District 9807 106th Street Edmonton, Alberta T5K 1C2 CANADA (403) 429-7631	J. A. Earle	William Hart
Edmonton Public School District 10010 107 A Avenue Edmonton, Alberta T5H 0Z8 CANADA (403) 429-5621	Michael A. Strembitsky	Pat B. Dawson Thomas James Reid
Harrisburg City Schools 1201 North Sixth Street Harrisburg, Pennsylvania 17105 (717) 255-2500	Benjamin Turner	Ronald Keller
Huntington Free Union School District Box 1500 Huntington, New York 11743 (516) 673-2054	Charles Rudiger	Peter Sepez
Kanawha County Public School System 200 Elizabeth Street Charleston, West Virginia 25355 (304) 348-7770	Robert Kittle	Sandy Barkey
Lincoln Public Schools P. O. Box 82889 Lincoln, Nebraska 68501 (402) 475-1081	John Prasch	Donald Sherrill
Mesa Public Schools 549 North Stapley Drive Mesa, Arizona 85201 (602) 964-6116	George Smith	Harold McGrady
Milwaukee Public Schools P. O. Drawer 10K Milwaukee, Wisconsin 53201 (414) 475-8393	Lee McMurrin	William Malloy
Monroe County Community School Corp. Bloomington, Indiana 47401 (812) 339-3481	Ronald Walton	Jerry Keener
Montclair Public Schools 22 Valley Road Montclair, New Jersey 07042 (201) 783-4000	Walter Marks	Jean Sharp

School SystemSuperintendentSpecial Education
Contact

Nashville Metropolitan Schools
2601 Bransford Avenue
Nashville, Tennessee 37204
(615) 259-5251

Elbert Brooks

Sheffield Nasser
Phyllis Shutt

Newark Public Schools
2 Cedar Street
Newark, New Jersey 07102
(201) 733-6700

Alonzo Kittrells

Ellen McCabe

Norfolk Public Schools
P. O. Box 1357
Norfolk, Virginia 23510
(804) 441-2107

Albert L. Ayars

Shirley Underwood

Orange County Public Schools
P. O. Box 271
Orlando, Florida 32802
(305) 422-3200

L. Linton Deck
Dennis Jackson
Asst. to the Superin

William Thomas

Salt Lake City School District
440 East First South
Salt Lake City, Utah 84111
(801) 322-1471

M. Donald Thomas

C. William Davies

Shawnee Mission Public Schools
7235 Antioch
Shawnee Mission, Kansas 66204
(913) 831-1900

Arzell Ball

Edward Regan

Tacoma Public Schools
P. O. Box 1357
Tacoma, Washington 98401
(206) 593-6800

Dell Cross
Acting Superintendent

Henry Bertness

Toledo Public Schools
Manhattan and Elm Streets
Toledo, Ohio 43608
(419) 729-5111

Donald Steele

Robert Carson

Wausau Public Schools
407 Grant Street
Wausau, Wisconsin 54401
(715) 845-5279

Theodore H. Nicholson

David Damgaard

Montgomery County Intermediate Unit 23
6198 Butler Park
Blue Bell, Pennsylvania 19422
(215) 643-7600

Dr. Dennis Harken

Oklahoma City Public Schools
900 North Klein
Oklahoma City, Oklahoma 73106
(405) 236-2661

Thomas W. Payzant

APPENDIX XI

**OBSERVATIONS AND ANTHROPOLOGICAL REPORTS
ON SAGE WORKSHOPS**

MILWAUKEE PUBLIC SCHOOLS
SAGE WORKSHOP/MAY 1979
Carol Mortland

This report will apply an anthropological approach to the study of an emerging context in education administration, the integration of special and general education administrators for the facilitation and improvement of exceptional education programs. This anthropological approach is distinguished not only from traditional approaches used in education, but from other anthropological approaches. The approach taken here focuses on individual perspectives, or modes of knowing; the perspectives which are constructed by people and which guide their actions and attitudes. This perspective - that the study of perspectives leads to rich rewards in terms of understanding ourselves and others, as individuals and in groups - has been in development for some time (since Vico, according to Hawkes 1977) and can now be seen in discussion and practice by a number of social scientists, philosophers and others.

We can best set the stage for this perspective - oriented approach by a brief description of the traditional view of reality. Educational research, for example, has customarily been conducted with a psychometric paradigm; in this paradigm, social phenomena are treated as nonproblematic

and measurable. Thus, primary interest and energy is devoted to "fitting the data into coding categories" with the research being "self-validating in terms of the categories used" says Robinson, an educational researcher (1974:252, 253). In addition to category-building and data-fitting, researchers concentrate on constructing parsimonious definitions and measurement instruments; attempting always to base this construction on a foundation of scientific method/methods.

But researchers, in many fields other than education, criticize this traditional paradigm as ignoring the actual nature of phenomena in reality (even when noted, such self-criticism is ignored). The principle concern is that the definitions, categories and evaluation instruments, while frequently consistent with one another and with existing programs and systems, do not correspond with and actually ignore much of the actual phenomena relevant to the research. Says Brittan: it is inappropriate to assume that the only way to study action is "at levels of analysis which are absolutely empty of human content" (1973:18); that is what research proceeds on, however, if the nature of perception and reality is not taken into account.

The new perspective realizes that "despite appearances to the contrary the world does not consist of independently existing objects, whose concrete features can be perceived, clearly and individually, and whose nature can be classified accordingly." Rather, the "true nature of things may be said to lie not in things themselves, but in the relationships which we construct, and then perceive between them" (Hawkes 1977:17).¹

It is important to realize that man constantly produces himself and the world around him, "using" the world that exists independently of him. In addition, the forces acting on man, and the features of his environment, are filtered through the perceptions of reality he has created. A number of social scientists (Berger and Luckman 1971; Dale 1973; Dolgin et al 1977 are excellent representatives of these researchers) now consider that an individual constructs his own life through his interactions with others; his goal is his own internal and external integration, and the social interactions which contribute to that goal are visible to observers through his actions and products. This interpretive approach incorporates the realization that human beings do not always follow rules (a realization with which a normative perspective is unable to cope); that humans are not "consistently logical nor reliably predictable in their behavior" (Eggleston 1974:3). So, what is needed is a research orientation which can take into account the "subtle, shifting and often covert everyday conceptions of the world" of mankind (Eggleston 1974:3).²

In order to understand this constructed reality of human beings, in its variations and patternings from group to group and from individual to individual, our approach focuses on the interpretation of the everyday experiences of human beings. It focuses on the "subjective intentions, feelings, attitudes, definitions of the situation and acts of human beings" (Brittan 1973:13); on the relations between and among these attitudes and acts and on the interactions between and among human beings. This new approach considers "everyday life" the "stuff" of research; it focuses on

the regularities and irregularities existent in the perspectives and actions of human beings. It is this "reality" which must be dealt with: described, interpreted, analyzed.

We are becoming increasingly aware that interpretation is involved in the very collection and analysis of data. An objective study of social phenomena is not possible, for what is defined as objective depends on the definer. Geertz, the anthropologist who more than any other anthropologist has made anthropology aware of interpretation, says of our subject matter that "what we call our data are really our own constructions of other people's constructions of what they and their compatriots are up to," and of our analysis that we are "sorting out the structures of significance . . . and determining their social ground and import" (1973:9); thus, discussions of objective versus subjective are futile and divert us from the description and analysis of reality as perceived and experienced by human beings. Says Burhoe about subjective and objective orientations; according to recent "epistemological and ontological metaphysics" deriving, in part, from physics and biopsychology, we know "that the 'subjective' world is a particularistic representation of some invariances extracted by a brain from the 'objective' world; and that the 'objective' world is a set of invariances found in the 'subjective' world. The two worlds are the same" (1974:29). Even when researchers attempt to act "scientifically", their interpretations result in the exclusion of some data and resultant over-weighting of other data. The researcher is never totally an observer; the "doing" of research involves the total

involvement of the researcher. As the researcher draws on his own past experience as human being and as researcher, the "context of our interpretations will . . . be based upon 'logic-in-use' and 'reconstructed logic' and therefore include elements of common-sense typification and theorizing" (Cicourel 1973:32).

There is interpretation, then, of the researcher and of the human being acting out his everyday life. He does this through procedures of interpretation which provide for a "common sense of interpretation" for the members of a group. This "common sense of interpretation" then "enables members to assign contextual relevance; norms and values are involved to justify a course of action, 'find' the relevance of a course of action, enable the members to choose among particulars for constructing an interpretation others can agree to or an interpretation designed to satisfy the imputed interests or demands of others" (Cicourel 1973:72). The researcher wants to "get at" these procedures of interpretations; to see how action is decided upon, justified and reacted to. The researcher "takes snapshots" of the interpretations of the individuals/groups under observation; he then "processes those snapshots" by giving his own interpretations. He does this by "reciprocity of perspectives" (Schutz 1967); by his ability to put himself in the place of others during interaction.

Fabian (1971; 1974), a French anthropologist, suggests that researchers replace the traditional subject-object distinction with a model which focuses on the process of communication; in which the anthropologist as researcher together with his informants create an "interactive dialogue"

which is then the object of study. He wishes to transfer the anthropological orientation from positivist methodology, which draws the distinction between observer and observed, to a methodology grounded in intersubjectivity (derived from Schutz 1964; Berger and Luckman 1971). Dumont (1978) is another anthropologist interested in the dialogue established between "I" and "they". He interprets the relationship between himself and his informants, the Panare Indians of South America, by an examination of the "text" which he uses to refer to the "development in time, the interweaving in the process of certain types of interactions" (1978:4). Dumont adds: "a thick description of the text, if it is to be an interpretation, also requires the interpretation of the context with which it interacts in a dialectical relationship" (1978:5). Dumont sees his work as emphasizing "not an objective viewpoint but a multiplicity of viewpoints, all of which passed through the warping prism of my consciousness" (1978:13). Thus, this relationship between researcher and researched is the first step in generating data from different perspectives.

In no research approach is it more important to describe and discuss the researcher's methodological and philosophical orientation than in the present interpretive approach, to which this anthropologist certainly subscribes; because the basic assumption is that interpretation of human beings is not only the focal point of research but the very methodology of research. As a glass spheroid reflects multitudinous reflections of light from its surfaces in an unpredictable manner (unlike a prism), so the perspectives and interpretations of the individuals in a group can be

reflected through the observer/researcher to more accurately demonstrate the kaleidoscopic modes man has of constructing reality. These "informal logics of actual life" can be "thickly described," says Geertz; also, we gain access to these systems of informal logic by "inspecting events, not by arranging abstracted entities into unified patterns," as some scientists spend their time attempting to do (1973:17). Although we will finish a categorization of perspectives (we must reduce them to a smaller number in order to deal with action), it is important to realize that such a reduction does not exist (cannot be assumed) in reality. We must balance on the tightrope between seeing regularities, or alternatively, only variation.

The process of categorization is a continuous process in human beings, both researchers and informants. Anthropologists have been repeatedly warned about category establishment. For example, Leach says "the establishment of classifying categories is never more than a temporary ad hoc expedient. Most such categories have ceased to serve any useful purpose long before they achieve the distinction of appearing in print" (1961:26). Fabian (1971) discovered, when going to study an African society, that the classifying concepts he brought to the field had little relevance to what he saw there. Many anthropologists - most, according to Jarvie (1975) - have discovered the same thing; their analytical categories did not "fit" the data observed. An important cause of this "lack of fit" between analytical concept or category and object in the field is that the "world" does not consist of "independently existing objects" which can be classified according to clearly perceived concrete features. Researchers

must be constantly aware of this process of categorization occurring both in themselves and in their informants; a process which occurs through language and reduction. Only by being aware of how our categories keep us restricted to certain patterns and views can we begin to see what is not at first perceptible and to hear what is not being said (cf. Douglas 1978).

Since categories and the process of categorization will play a role in this analysis, it is interesting to look at a study of the categorization process by high school teachers and administrators. Influenced by Schutz (1945; 1953), who said the perspectives of actors "whose actions produce the ongoing social organization are of central importance for any investigation of how organizations come to define, record, and treat persons as instances of certain social categories;" Cicourel and Kitsuse say that observers must deal with "common-sense interpretations of social reality currently in use" by actors through the analysis of "everyday language generalization" (1963:10). Cicourel and Kitsuse saw as their task an exploration of the language used by school personnel "to identify the variety of student types recognized as significant in the day-to-day activities of the high school" and their second task "to examine the consequences of these identification and classification processes for the direction and development of any given student's career within the high school" (1963:11). Their work led them to the conclusion that the perspectives of school personnel toward students are more important than students' capabilities in determining how the students will be treated at the school. Cicourel and Kitsuse saw that "critical organizational decisions" could not be measured "with our

our present state of knowledge" but could be described "roughly". They add that some will question "the usefulness of obtaining data that is difficult to code" but "our theory required that we do this, because the theory is not sufficiently developed so that structured questions with structured answers could be asked without deliberately forcing particular answers and running the risk of falsely supporting or discrediting the theory." They thought they had to explore "vagueness as a definite property" of the data "because this is what our theoretical framework leads us to expect" (1963:153-155).

This interpretive approach allows us to explore the everyday actions and everyday language of the group under discussion in an effort to discover the various existent perspectives among the members of the group; the processes of categorization by which members of the group view one another, and the consequences these processes have for the group's activities and the attitudes which attend and result from the activities of the group.

A word must be said about the ways of anthropology; How are they different? How are they valuable? Ethnographic description is the primary baseline from which the analysis of such data can proceed; data such as the economics and politics of a multitude of areas, including education. Mulhauser (1975) suggests that the natural tendency of investigators, including anthropologists, is to demonstrate how complex everything is, and then to demonstrate the investigator's own insight by fitting all the pieces of one part of it together, thus displaying the functional

interlocking of the phenomena under discussion. Ethnography, on the other hand, is characterized by an "ambiguity of focus and definition amid the welter of rich detail" (1975:312). The ambiguity of human ideas and actions in everyday life is the "stuff" of ethnography; however, as Eggleston (1974) suggests, the ethnographic narrative itself need not display ambiguity of focus and definition.

Ethnographies are characterized by a period of fieldwork (observation in an actual field situation), by a descriptive narrative covering a wide range of data focusing on the interdependence of observed, interpreted and analyzed phenomena, and by day-to-day observation. An ethnographic study involves more than just "being in the field" or having contact with the people; rather, it is conducted by a trained observer. Operating in the situation as his own major "data collection instrument," the ethnographer has an advantage in being trained in the social sciences for he brings fewer (or at least different) "preconceived notions about the structure and function of schooling" (Herriott 1977:109) than educators. The primary means by which ethnographic anthropologists gather their data in the field is by participant observation. Participant observation is the first step of interpretation for the anthropologist and involves the intense, detailed study of day-to-day action over time. It is a procedure for viewing everyday life through logic-in-use (Kaplan 1964) in order to "get at" actors' perspectives and their interpretive procedures. Of course, participant observation involves far more than "being in the field." It involves an anthropological "stance" and "detachment" involving a

comparative orientation which comes from cross cultural knowledge and an intimate awareness of the multitude of ways men have and are constructing their worlds and living their lives. In addition, the anthropologist's participant observation is intimately connected to - precedes and follows from - his interpretations and analyses.

We have discussed the process by which an anthropologist actually views and categorizes reality. We will now view one "snapshot" of education interaction. Specifically, we have under study a Sage Workshop held by the Milwaukee Public Schools at the Marc Plaza Hotel in Milwaukee, Wisconsin on May 9, 1979.³ The Milwaukee Public Schools held the Workshop as a specific activity designed in response to the first area or objective of the Sage project; i. e., to design, implement and evaluate a series of staff development experiences for integrating general and special education administrators. More specifically, the Milwaukee Workshop was designed as a school district-based staff development experience for general and special education administrators within the participating school system; an experience which is irrelevant if not school district- or context- based.

The primary purpose of the Milwaukee Workshop, then, was to integrate general and special education administration for the improvement of education to the handicapped (integration refers to the sharing of knowledge and perspectives between special education administrators and general education administrators through mutual participation in meetings, decision-making, staff development, needs assessment and school system

planning). Two points should be emphasized here. First, the eventual value of the Milwaukee Workshop will extend beyond the effect it has on the local school district; another goal of the Sage project is to extend the use of tested staff development projects and processes to school systems, state education agencies and university education departments beyond those directly involved in the project. Thus, the importance of the Milwaukee Workshop - and what we can learn from it - stretches beyond local boundaries and influence. Secondly, the insights we can discover from the interactions occurring during the Milwaukee Workshop may help us understand interactions occurring in other educational situations.

The involvement of the anthropologist consisted of participation in the Workshop for one day. It was hoped by Sage project and Milwaukee personnel (and by the anthropologist) that a different perspective and approach by a trained anthropologist could offer insights difficult to see by those deeply involved in the processes themselves.

According to their statements and their written goals, special education administrators desire and strive to transmit to general education administrators: 1) a history of, need for and current compliance procedures for legal requirements; 2) the advantages of improving special education programs in the general educational system for both special education and general education students; and 3) the ethical and educational advantages of incorporating special education programs and children into the educational mainstream. The special education - general education administrator relationship is an applied problem related

to the more general problem in educational research defined by Bernstein as "the structure of cultural transmission and change, with special reference to speech" (1971:18). As teachers attempt to transmit to students cultural knowledge (which involves a gradual increase and change in student actions and attitudes), so special education administrators are attempting to transmit to general administrators knowledge and awareness which will involve an increase and change in their actions and attitudes.

The intentions, attitudes and definitions of the situation of human beings are observed and interpreted through the actions and language of human beings. One theoretical approach which has quite a following in the social sciences is interaction theory (e.g., Goffman 1959); interaction theory proposes that "individuals modify their behavior in terms of their perceptions of situations, their self-perceptions, and their perceptions of how the other social person expects them to act" (Graburn 1971:290). Interaction theorists are interested in encounters between persons, in what they refer to as face-to-face activity, and in "face" itself, which is defined as the procedures used by an individual to choose a role for the particular situation. Interactions can occur only when the participants have, to a large extent, a common understanding of the situation. Schutz (1970) calls what is held in common a "communicative common environment;" Asch (1952) as a "mutually shared field;" and Thomas (1928) as the "definition of the situation." These "definitions", which must be shared to some extent, are also never fully shared.

An examination of the various perspectives held by participants

at the Milwaukee Workshop reveals immediately several levels of "definitions of the situation." On the one level, the participants shared a "common environment" and a common "definition of the situation." All understood proper Workshop actions, such as respectful attention to the speaker, occasional joking at appropriate moments⁴ and pleasant chatting encounters with other participants. At another level, however, participants held differing "definitions of the situation;" general education administrators, for example, had differing expectations and opinions about special education and the Workshop than did special education administrators. Although these expectations and opinions vary greatly among general education administrators (a point which the special education administrators seemed alert to), they did share ideas and problems unique to their occupation.

The context of the Workshop is quite different for the general administrators than it is for the special education administrators. Special education people retain, by and large, the same role at the Workshop as they do on the job; they are in both places because of their knowledge of special education. General administrators, on the other hand, are not at the Workshop because of what they know; rather, they are there because of what they do not know. People with important and complex jobs are now "students", with little of the power and prestige to which they are accustomed.

Questionnaires are one traditional means of determining the ideas and attitudes of respondents; they also indicate an awareness on the part of those giving the questionnaire for the need to understand the audience.

The use of questionnaires by the Milwaukee Special Education staff indicated such an awareness. Questionnaires, however, direct responses by the choice of questions asked and by the structure of the answers. In addition, answers by number tell us nothing about why a particular answer was given, nor do they indicate (in other than an extremely geneneral way) the attitudes and feelings accompanying the answers. Yet these attitudes and feelings accompanying each response are the "constructors" of every action taken by a general administrator in regard to special education. This is the "human content" which, if missing from our levels of analysis, make the analysis and evaluation of educators and anthropologists empty of any real meaning.

This attention to the way general education administrators define the situation is appropriate not only to the occurrence of the Workshop but on a regular basis. How general administrators define the situation of special education programs and children in their schools varies from day to day, and is influenced by the knowledge they are gaining (in the local school, from their central administrative office and on a national level), the events occurring in the special education programs in their schools, county and country and by the attitudes of those who work with and for them, other educators in the area and others they come in contact with. For this and other reasons, the attitudes and ideas held by general education administrators of special education vary, not only between them, but within one individual over time. And for this reason, it is impossible for anyone, including special education administrators in the same area, to

predict (in anymore than a superficial way) the attitudes and knowledge of special education held by a group of general administrators at any particular time. This means that special education personnel will only be able to know the attitudes held by a general administrator by continuous contact with him through time. This is an extremely important point; one made many times in many situations and applying to many groups of people, and yet a point which is forgotten almost as often as it is made. It is forgotten because people categorize things, objects, events . . . and other people.

In understanding how general education administrators define situations, it is interesting to look at their situation "on the job." Principals and assistant principals are in a unique position in the American educational system. Principals and assistant principals are constantly "in charge" of people and situations. They suggest or order solutions to problems, they lecture both children and adults on a multitude of matters and procedures and they handle arrangements with and between many different groups. Their usual position is that of listening to alternatives and viewpoints and deciding the final outcome. As figures of authority, not only to students but to teachers, parents and neighbors (among others), principals and assistant principals (except to their principals) are seldom in the position of being lectured to, of being told how and what to do. Thus, it may be especially difficult for general education administrators to assume the role of "students", particularly if they feel some resentment to the subject or task under consideration.

It is possible that the lecture technique of transmitting knowledge to general administrators may be less effective than other means because of the nature of the general administrator's position in the educational system. The very nature of a lecture (one person talking - and usually standing - while the rest listen - usually sitting and taking notes) implies a teacher-student relationship. The lecture technique is infamous for its ineffectiveness, although it is frequently viewed as the only way to transmit knowledge in certain circumstances.

The early "welcome" by members of the Milwaukee Public Schools administrators avoided resemblance to lectures. They were delivered by important members of the Milwaukee Public Schools administrative staff, thus emphasizing the importance of the Workshop to its participants. They were also brief, a characteristic usually welcomed by any audience. A comment by the introductory special education administrator speaking at the Workshop indicated and acknowledged a level of tension existing between general education administrators and special education administrators. In response to some technical problems, he said, "maybe its my pacemaker." From the audience came the remark, "Turn it off!" to the accompaniment of some laughter. The special education administrator's retort - "we've got a testy group here this morning" - brought a roar of laughter. By acknowledging the resentment of some general education administrators to special education programs, requirements and Workshops, the special education administrator acknowledged their attitudes. Any communication between two parties must begin by acknowledging the initial attitudes and

opinions of the other party; that brief comment started the communication process between general administrators and special education administrators at the Workshop. That is no small accomplishment; Workshops have been held during which no communication occurred.

The keynote address, delivered by a visiting professor of education, appeared to be well received by all Workshop participants. I suggest several reasons for this. First, his points were clear, easily understood (an important feature, no matter how sophisticated or educated the audience) and of interest to those interested in special education. Secondly, he responded positively to questions asked. By "positively" is not meant that the speaker always agreed with the questioner; rather, he spoke to the question. He agreed with portion of the question he could; then proceeded to make clear his reaction to the question. Thirdly, he acknowledged the concerns expressed by each questioner. These may be small points; I consider them, however, to be the "human content" of human activity upon which our attitudes and opinions turn. The consideration of his audience, clarity of his talk and speaking to the questions asked were vital elements in the receptiveness of the audience to the points made by the speaker. I suspect also that his appearance, authoritative voice and manner and his position as a "professor" from "another state" contributed to his impact on Workshop participants. A number of comments by participants were heard during the Workshop about his speech; e.g., "I agree with him that there are more similarities than dissimilarities between handicapped and non-handicapped people."

The questions which followed the talk indicate the degree of interest the audience had in the speech. The questions indicate, also, the concerns of the audience. Some of the questions asked included:

1. Similarities rather than differences between handicapped and non-handicapped people - can't that be applied to teachers and staff also?
2. Are you advocating that we move away from certain systems of categories?
3. Isn't your category criticism contrary to funding requirements?
4. How do we get the school system to accept mainstreaming?
5. What specific inservice training do you advocate for regular teachers?
6. How do you provide inservice training to affect the attitudes and levels of commitment of teachers?

Here we see a difficulty with short-term anthropological fieldwork: I could not determine whether questions were asked by special education administrators or general education administrators, information which is important in considering and understanding various points of views in the school district.

A major point by the keynote speaker at the Workshop ties in with a major contention of this paper. The speaker made the distinction between category designation and need identification; in order to better match category designation with identified needs (often at odds), he states: "I wouldn't advocate getting rid of categories but I propose there's another way to approach them." I contend that the process of categorization is ever-present in human beings and we must be aware of that. If not aware

of the process, we draw our categories with no sense that we are doing so and with no realization that alternative categories may serve us better. The speaker also stated: "We're still hung up on categories . . . as if they mean a lot." His point was that the children being categorized are more important than the categories being applied to them. My point is that we cannot look at children (or anything else) without categorizing them; the point is to be aware of that. And the speaker suggested that educators be open to alternative categorizations.

The panel discussion appeared to be the least effective period of the Workshop. The information was confusing, the speakers were generally nervous and inexperienced and the audience had no participation other than listening. Since the panel was composed by special education administrators (with one exception), it fostered the division between special education administrators (talking) and general education administrators (listening). The "discussion" was not a discussion; it was, in fact, a series of special education administrators giving out information, information which may have been better presented in a brief, written form. In brief, the panel discussion seemed to lack all the advantages of a dialogue and possess many of the disadvantages of a "serial monologue".

The "heart" of the Workshop occurred in the afternoon during the small group sessions. The sessions were divided into three periods with three topics of discussion: 1) the role of the Central office staff during the transition to the middle school; 2) the role of the M-team and M-team members in the middle school; and 3) staff development

needs. Comparing these topics to the questions asked after the keynote speech, these topics were of major concern to both general education administrators and special education administrators. Each small group consisted of the general administrator from one school and one (or more) special education administrators. Each session period paired the general education administrator with a different special education administrator. Thus, the opportunity for new or renewed communication between general education administrators and special education administrators was present. The amount of talking done, the lack of any apparent boredom or "non-task" activity and the comments of both general and special education administrators after the Workshop, indicate that the small group sessions were quite successful in fostering communication between the two groups.

Conversations with general education administrators were not extensive, so no comments can be offered as to what Milwaukee general education administrators do feel about special education and Milwaukee special education administrators. Evidence comes from two sources, however, suggesting the value of small group discussion groups for fostering communication between general and special education administrators, both at the Workshop and later when both groups are back "on the job." First, observation of the Milwaukee Workshop indicates that, as just noted, communication between the two groups did exist and did focus on pertinent areas of concern in exceptional education. Secondly, evidence from other Workshops indicates the small group sessions are one of the

best ways to begin and continue such communication. In addition, such groups may also contribute to what Turner (1974) calls *communitas*. An anthropologist, Turner suggests that during periods of "liminality", which he uses to refer to "any condition outside or on the peripheries of everyday life" (1974:47), bonds of *communitas* are established. *Communitas* is defined as "bond uniting . . . people over and above any formal social bonds" (Turner 1974:45 quoting Znaniecki). *Communitas* is seen in such situations as initiation rites in a number of societies, wartime relationships between soldiers and among members of a sports team. Turner further describes bonds of *communitas* as "undifferentiated, equalitarian, direct, nonrational (not irrational)." And Turner further notes that *communitas* is "a sacred condition or can readily become one;" an interesting relation in light of the religious terminology and orientation connected to much of special education (e.g., the "conversion" of people to special education aims, the "message" special education people attempt to get across to others and the moral and ethical issues connected to special education). Although the conditions and bonds under discussion here may not be as extensive as Turner describes them, rapport between participants who will be working together to solve day-to-day problems at the school level may be of more importance in the long run in improving special education programs than any exchange of information which occurs during a one or two day conference.

ADDENDUM

The integration of general education administrators and exceptional education administrators, through an understanding of one another's perspectives and through improved means of communication, is only one problem or focus facing those interested in improving exceptional education programs. The same factors which hinder the integration of exceptional education and general education administrators also hinder the integration of administrators within exceptional education administration. For those interested in fostering such integration; who view these hinderances with regret and struggle for solutions to cope with the problem, the situation appears to be yet another variation of people "grouping" together; then viewing disparagingly those outside their group. People who will band together to face a group "quite different" will - in the absence of such a group - view one another disparagingly. Thus, exceptional education administrators are frequently in conflict with general education administrators in various aspects of their jobs; when such considerations are not relevant, exceptional education administrators are in conflict with other exceptional education administrators.

Certainly this process is not deliberate and intentional; exceptional education administrators no more than other human beings - individually and in groups - plot conflict and disruption. They are, however, subject to human processes, and these include the ever-present

process of categorization and a perspective which tends to blind them to the perspectives of other humans. These processes contribute to a situation which is "real" and serious for the participants; serious because of the goals and desires of the group and of the individuals involved. Most exceptional education administrators are concerned for the welfare of handicapped children and for the improvement of exceptional education programs. They will be active advocates for their own ideas and plans which they have developed to aid such improvement. They will be concerned about aspects of ideas, plans and programs which they view as detrimental to such improvement.

But other, and extremely important, factors will also be at work. Exceptional education administrators hold their jobs because they have invested a higher than average degree of work, education and ambition in their careers (generally this is true). Such an investment requires continued protection on the part of exceptional education administrators. Some, at the least, will be interested in further occupational advancements and achievements. Such ambitions require additional consideration and energy on the part of those exceptional education administrators. These occupational requirements will include, on the practical level, such things as remaining (or getting into) the good graces of the boss, presenting ideas which are respected and favorably handled, appearing competent and capable and successfully handling to completion all aspects of one's job. Much of the criteria for judging these requirements come from comparison with one's fellow workers. For exceptional education administrators this

is, of course, other exceptional education administrators. If the other three administrators continually quarrel with the boss, have difficulties with those they supervise and can never complete their paperwork on time, while I handle all three areas with skill and ease, I am going to look great in my job.

Seldom are these realities acknowledged openly. Rather, what is stressed is cooperation among staff members toward a common goal. And that is a goal which is frequently striven for in actuality. Many groups part of the time and some groups most of the time work cooperatively together toward a common goal. But what cannot be neglected is the "realness" and the continual operation of these other factors.

These factors influence the attitudes, feelings and intentions of human beings and can be seen through (influencing) their actions and language, and their interactions with other people. These actions, interactions and language change from day to day. They are influenced not only by factors relevant to the occupation and goals already discussed, but by additional factors, such as physical well-being, daily comfort and family concerns. In addition, interactions among staff members and interpretations of those interactions change from day to day. One brief hallway encounter may change one's perception of a fellow administrator from a tentative ally to a probable opponent on a particular issue.

What is of relevance here is not so much the actual occurrences of every day life as the interpretations people make of those everyday occurrences. Over and over the point must be made that it is the perceptions

and interpretations of events and instances and verbalizations by human beings that influence their subsequent actions, not "actual" events. These interpretations of human beings, following Cicourel (1973; cf. page 5 in this paper), allow them to determine the important aspects of each situation they are in, find norms and values to justify their actions for each situation, determine the relevance of each action, and construct an interpretation others can agree with or fortify their interpretation in the face of anticipated attack. The potency of interpretation over actuality can be seen in a multitude of instances. For example, a child who has been viewed and treated as retarded, is almost certainly going to be retarded, regardless of his intellectual, physical and/or emotional potential.

What is of relevance, then, in a confrontation between two groups of exceptional education administrators intent on a mutual definition of spheres of responsibility consistent with their view of the Milwaukee Public Schools, the exceptional education administration, the goals of both in regard to exceptional education, their own goals and their view of themselves and their job, is an understanding of these various views/perspectives. An understanding of these perspectives will lead to a better understanding of where and why alliances and confrontations between exceptional education administrators do and will occur.

In obtaining the perspectives and interpretations of the individuals in a group, the observer (whether anthropologist or educator) will benefit from remembering Leach's remark: most "categories have ceased to serve any useful purpose long before they achieve the distinction

of appearing in print" (cf. page 7 this paper). We can extend that observation by remarking that categories frequently serve no useful purpose soon after they are constructed. For the observer of individuals in a group, this means that conclusions drawn about the perspectives and interpretations of those individuals will have to be constantly reevaluated. If allowed to fossilize at one period in time, the observer can be certain of one thing; his interpretations of the interpretations of those observed have lost all "meaning" and relevance (at least for the purpose for which they were made). Always the observer will be struggling to see what is not at first perceptible and to hear what is not at first hearable (cf. page 8 this paper).

In order for interpretations to be "seen" and "heard" by interested observers, an "interactive dialogue" must be entered into (cf. pages 5 and 6 in this paper). By placing himself, to the best of his ability, in the place of others (metaphorically speaking), the observer focuses on how action is decided upon, how that action is then justified and how it is reacted to by the members of a group.

On the day following the Sage Workshop held in Milwaukee, this anthropologist spent a day talking with various exceptional education administrators in the Milwaukee Public Schools. In the afternoon, I attended the first portion of a meeting of exceptional education administrators, held to discuss spheres of responsibilities for administrators of exceptional education programs in the Milwaukee Public Schools. The meeting was chaired by the assistant superintendent of exceptional education

for the state of Wisconsin, whose task was to facilitate discussion, attempt to gain an understanding of the situation and dispute under discussion and to offer advice on the same. While my visit was short and the pace was swift, I am left with some distinct impressions.

First, the exceptional education administrators of the Milwaukee Public Schools are committed to handicapped children and to the programs of exceptional education. In addition, their interpretations of their jobs and of situations in exceptional education in Milwaukee are strongly influenced by the responsibilities they hold and are "rational" in light of the knowledge they have. In addition, their own interpretations blind them to the interpretations of other exceptional education administrators which are in turn based on their own job definitions, responsibilities and situational knowledge.

Secondly, exceptional education administrators seem most threatened by the loss of a portion of their responsibility and/or power. In this situation, when other administrators are viewed as potential threats who may effect changes which will be detrimental to one's job, power and self-image, the interpretations of individual exceptional education administrators of other exceptional education administrators will tend to harden. Conclusions become firmer; categories become increasingly closed and additional information will be increasingly shoved into hardening categories, conclusions and interpretations. Attempts to facilitate cooperation or understanding between the conflicting groups (whether their conflict is yet overt or remaining covert) will be frequently

viewed as an immediate threat to one's power and prestige.

Thirdly, the interpretation of individual exceptional education administrators blinds them to the legitimacy of other interpretations. It is the other administrator who does not understand the situation; the other administrator who is causing much of the conflict and problem.

An administrator knows intimately how hard he is working, how demanding and often frustrating his job is. He can see, day to day and hour by hour, how his skill and diplomacy (for example) are solving problems which benefits exceptional education in Milwaukee. It is much more difficult for him to realize - to "know", to see - that other administrators are having the same experiences. What he sees is the "plus" of his own work; the "minus" of others' work.

In these situations - and they occur, of course, in the best organized and most competent staffs - direct discussion can facilitate understanding of other perspectives, especially if assisted by a competent facilitator, as was the case in the Milwaukee meeting. Solutions to specific problems are going to lie in the direction of making interpretations compatible (or at least understandable), not in urging good-will, pleading for cooperation or forcing compliance. If this can occur - this communication for the facilitation of understanding other interpretations - in a non-threatening atmosphere with a non-threatening facilitator, communication will be encouraged rather than discouraged.

As has been pointed out in this paper, interaction requires a common definition of the situation; the commoner that definition, the

more intense the interaction and the communication. In the situation under discussion, the definition of the situation, the definition of the situation is becoming less and less common among the exceptional education administrators. Solutions which focus on bringing these definitions closer together; and making interpretations by each group and individual in the group understood by other groups and individuals will be more productive than solutions which do not take into account these "realities".

Footnotes

- 1 Quoting Hawkes, a literary critic, is an acknowledgement of the realization that insight and understanding of the nature of humans and reality will not be gained by any particular discipline and/or set of "methods"; it is appropriate for an anthropologist's work to cite a literary man in a paper on education, if that is where insight is found.
- 2 I would change here only Eggleston's use of the word "often"; "frequently" or "usually" might be more apropos.
- 3 Sponsored by UCEA, the Sage Workshop was part of a large project devoted to addressing the problem of the inadequacy of current staff development programs for special education administrators and general education administrators vis-a-vis education for handicapped children. One of the areas the Sage project addresses itself to is the non-integrating character of current staff development programs for general and special education administrators.
- 4 When not disruptive of the speaker's talk and when the joking is non-threatening to both speaker and participants.

References Cited

- 1952 Asch, S.E.
Social Psychology. Englewood Cliffs, N.J.: Prentice-Hall.
- 1971 Berger, P.L. and T. Luckmann
The Social Construction of Reality. London: Penguin.
- 1971 Bernstein, B.
Class, Codes and Control. Vol. 1. Theoretical Studies towards a Sociology of Language. London: Routledge.
- 1973 Brittan, A.
Meanings and Situations. London: Routledge.
- 1974 Burhoe, R.W.
The Phenomenon of Religion Seen Scientifically IN Changing Perspectives in the Scientific Study of Religion, A.W. Elster (ed): 15-40. New York: Wiley and Sons.
- 1974 Cicourel, A.
Cognitive Sociology: Language and Meaning in Social Interaction. New York: Free Press.
- 1963 Cicourel, A. and J.L. Kitsuse
The Educational Decision-Makers. New York: Bobbs-Merrill.
- 1973 Dale, R.
Phenomenological Perspectives and the Sociology of the School. Educational Review 125(3):175-189.
- 1977 Dolgin, J.L. et al (eds)
Symbolic Anthropology. A Reader in the Study of Symbols and Meanings. New York: Columbia University Press.
- 1978 Douglas, M.
Lecture at University of Texas, Austin. Department of Anthropology. 15 February.
- 1978 Dumont, J.-P.
The Headman and I: Ambiguity and Ambivalence in the Fieldworking Experience. Austin: University of Texas Press.
- 1974 Eggleston, J. (ed)
The Contemporary Context of Research in the Sociology of Education: Introduction: 1-15. London: Methuen.

- 1971 Fabian, J.
Language, History and Anthropology. *Philosophy of the Social Sciences* 1:19-47.
- 1974 Fabian, J.
Genres in an Emerging Tradition: An Anthropological Approach to Religious Communication IN Changing Perspectives in the Scientific Study of Religion, A. W. Eister (ed):. New York: Wiley and Sons.
- 1973 Geertz, C.
Thick Description: Toward an Interpretive Theory of Culture IN The Interpretation of Cultures. Selected Essays. New York: Basic Books.
- 1959 Goffman, E.
The Presentation of Self in Everyday Life. New York: Doubleday.
- 1971 Graburn, N.
Readings in Kinship and Social Structure. New York: Harper and Row.
- 1977 Hawkes, T.
Structuralism and Semiotics. London: Methuen.
- 1977 Herriott, R. E.
Ethnographic Case Studies in Federally Funded Multidisciplinary Policy Research: Some Design and Implementation Issues. *Anthropology and Education Quarterly* 8(2):106-115.
- 1975 Jarvie, I. C.
Epistle to the Anthropologists. *American Anthropologist* 77:253-266.
- 1964 Kaplan, A.
The Conduct of Inquiry. San Francisco: Chandler.
- 1961 Leach, E. R.
Rethinking Anthropology. London: Athlone Press.
- 1975 Mulhauser, F.
Ethnography and Policymaking: The Case of Education. *Human Organization* 31(3):311-315.
- 1974 Robinson, P. E. D.
An Ethnography of Classrooms IN Contemporary Research in the Sociology of Education, J. Eggleston (ed):251-266. London: Methuen.
- 1945 Schutz, A.
On Multiple Realities. *Philosophy and Phenomenological Research* 5:533-575.

- 1953 Schutz, A.
Common-Sense and Scientific Interpretation of Human Action.
Philosophy and Phenomenological Research 14:1-37.
- 1964 Schutz, A.
Collected Papers, Vols. 1 and 2. The Hague: Martinus Nijhoff.
- 1967 Schutz, A.
The Phenomenology of the Social World. Trans. by G. Walsh and
F. Lehnert. Evanston: Northwestern University Press.
- 1970 Schutz, A.
On Phenomenology and Social Relations. Selected Writings, H. R.
Wagner (ed). Chicago: University of Chicago Press.
- 1928 Thomas, W. I.
The Child in America. New York: Knopf.
- 1969 Turner, V.
The Ritual Process: Structure and Anti-structure. Chicago: Aldine
Press.
- 1974 Turner, V.
Dramas, Fields, and Metaphors. Symbolic Action in Human Society.
Ithaca: Cornell University Press.

There has traditionally been seen a dichotomy between those who do and those who think. Actions are seen as being produced primarily by the former; books by the latter. Many see this dichotomy today in various approaches to education; i. e., the organized transmission of knowledge and attitudes. Educators, who must do the transmitting on a day-to-day basis (and whose jobs depend on their success), approach education on a much more practical and action-oriented level than do social scientists whose interest is primarily with the description, analysis and understanding of knowledge transmission and attitude change, and whose job obligations demand a different expression of their abilities and involvement (e. g., teaching, writing articles and books rather than with student success). This apparent dichotomy between the "doing" of educators and the "thinking" of social scientists leads to both criticism of those in either area who presume to become involved in the other domain (e. g., that they are qualified in only one area, and thus should stay there), or criticism of both educators and scientists for neglecting to utilize one another's perspectives, insights and methodologies.

An approach which understands the "apparentness" of this dichotomy

rather than its "realness" - for certainly "doing" and "thinking" are not easily separated analytically, nor can either be easily ascribed to one or another group - focuses on individual perspectives, or modes of knowing; the perspectives which are constructed by people and which then guide their actions and attitudes. This "perspective" - that the study of perspectives leads to rich rewards in terms of understanding ourselves and others, as individuals and in groups - has been in development for some time (since Vico, according to Hawkes 1977) and can now be seen in discussion and practice by a number of social scientists, philosophers and others.

We can best set the stage for this perspective-oriented approach by a brief description of the traditional view of reality. Educational research, for example, has customarily been conducted with a psychometric paradigm; in this paradigm, social phenomena are treated as nonproblematic and measurable. Thus, primary interest and energy is devoted to "fitting the data into coding categories" with the research being "self-validating in terms of the categories used," says Robinson, an educational researcher (1974:252, 253). In addition to category building and data-fitting, researchers concentrate on constructing parsimonious definitions and measurement instruments; attempting always to do this construction on a foundation of scientific method/methods.

But researchers, in many fields other than education, criticize this traditional paradigm as ignoring the actual nature of phenomena in reality (even when noted, such self-criticism is ignored). The principle concern is that the definitions, categories and evaluation instruments, while frequently consistent with one another and with existing programs and systems, do not correspond with and actually ignore much of the actual phenomena relevant to

the research. Says Brittan: it is inappropriate to assume that the only way to study action is "at levels of analysis which are absolutely empty of human content" (1973:18); that is what research proceeds on, however, if the nature of perception and reality is not taken into account.

The new perspective realizes that "despite appearances to the contrary the world does not consist of independently existing objects, whose concrete features can be perceived, clearly and individually, and whose nature can be classified accordingly." Rather, the "true nature of things may be said to lie not in things themselves, but in the relationships which we construct, and then perceive between them" (Hawkes 1977:17).¹ It is important to realize that man constantly produces himself and the world around him, "using" the world that exists independently of him. In addition, the forces acting on man, and the features of his environment, are filtered through the perceptions of reality he has created. A number of social scientists (Berger and Luckman 1971; Dale 1973; Dolgin et al 1977 are excellent representatives of these researchers) now consider that an individual constructs his own life through his interactions with others; his goal is his own internal and external integration, and the social interactions which contribute to that goal are visible to observers through his actions and products. This interpretive approach incorporates the realization that human beings do not always follow rules (a realization with which a normative perspective is unable to cope); that humans are not "consistently logical nor reliably predictable in their behavior" (Eggleston 1974:3). So, what is needed is a research orientation which can take into account the "subtle, shifting and often covert everyday conceptions of the world" of mankind (Eggleston 1974:3).²

In order to understand this constructed reality of human beings, in its variations and patternings from group to group and from individual to individual, the new approach focuses on the interpretation of the everyday experiences of human beings. It focuses on the "subjective intentions, feelings, attitudes, definitions of the situation and acts of human beings" (Brittan 1973:13); on the relations between and among these attitudes and acts and on the interactions between and among human beings. This new approach considers "everyday life" the "stuff" of research; on the regularities and irregularities existent in the perspectives and actions of human beings. It is this "reality" which must be dealt with: described, interpreted, analyzed.

We are becoming increasingly aware that interpretation is involved in the very collection and analysis of data. An objective study of social phenomena is not possible, for what is defined as objective depends on the definer. Geertz, the anthropologist who more than any other has made us aware of interpretation, says of our subject matter that "what we call our data are really our own constructions of other people's constructions of what they and their compatriots are up to," and of our analysis that we are "sorting out the structures of significance . . . and determining their social ground and import" (1973:9); thus, discussions of objective versus subjective are futile and divert us from the description and analysis of reality as perceived and experienced by human beings. Says Burhoe about subjective and objective orientations; according to recent "epistemological and ontological metaphysics" deriving, in part, from physics and biopsychology, we know "that the 'subjective' world is a particularistic representation of some invariances extracted by a brain from the 'objective' world; and that the 'objective' world

is a set of invariances found in the 'subjective' world. The two worlds are the same" (1974:29). Even when researchers attempt to act "scientifically", their interpretations result in the exclusion of some data and resultant overweighing of other data. The researcher is never totally an observer; the "doing" of research involves the total involvement of the researcher. As the researcher draws on his own past experience as human being and as researcher, the "context of our interpretations will . . . be based upon 'logic-in-use' and 'reconstructed logic' and therefore include elements of common-sense typification and theorizing" (Cicourel 1973:32).

There is interpretation, then, of the researcher and of the human being acting out his everyday life. He does this through procedures of interpretation which provide for a "common sense of interpretation" for the members of a group. This "common sense of interpretation" then "enables members to assign contextual relevance; norms and values are involved to justify a course of action, 'find' the relevance of a course of action, enable the members to choose among particulars for constructing an interpretation others can agree to or an interpretation designed to satisfy the imputed interests or demands of others" (Cicourel 1973:72). The researcher wants to "get at" these procedures of interpretations; to see how action is decided upon, justified and reacted to. The researcher "takes snapshots" of the interpretations of the individuals/groups under observation; he then "processes those snapshots" by giving his own interpretations. He does this by "reciprocity of perspectives" (Schutz 1967); by his ability to put himself in the place of others during interaction.

Fabian (1971; 1974), a French anthropologist, suggests that researchers replace the traditional subject-object distinction with a model which focuses on the process of communication; in which the anthropologist as researcher together with his informants create an "interactive dialogue" which is then the object of study. He wishes to transfer the anthropological orientation from positivist methodology, which draws the distinction between observer and observed, to a methodology grounded in intersubjectivity (derived from Schutz 1964; Berger and Luckmann 1971). Dumont (1978) is another anthropologist interested in the dialogue established between "I" and "they". He interprets the relationship between himself and his informants, the Panare Indians of South America, by an examination of the "text" which he uses to refer to the "development in time, the interweaving in the process of certain types of interactions" (1978:4). Dumont adds: "a thick description of the text, if it is to be an interpretation, also requires the interpretation of the context with which it interacts in a dialectical relationship" (1978:5). Dumont sees his work as emphasizing "not an objective viewpoint but a multiplicity of viewpoints, all of which passed through the warping prism of my consciousness" (1978:13). Thus, this relationship between researcher and researched is the first step in generating data from different perspectives.

In no research approach is it more important to describe and discuss the researcher's methodological and philosophical orientation than in the present interpretive approach, to which this anthropologist certainly subscribes; because the basic assumption is that interpretation of human beings is not only the focal point of research but the very methodology of research. As a glass spheroid reflects multitudinous reflections of light

7

from its surfaces in an unpredictable manner (unlike a prism), so the perspectives and interpretations of the individuals in a group can be reflected through the observer/researcher to more accurately demonstrate the kaleidoscopic modes man has of constructing reality. These "informal logics of actual life" can be "thickly described," says Geertz; also, we gain access to these systems of informal logic by "inspecting events, not by arranging abstracted entities into unified patterns," as some scientists spend their time attempting to do (1973:17). Although we will finish with a categorization of perspectives (we must reduce them to a smaller number in order to deal with action), it is important to realize that such a reduction does not exist (cannot be assumed) in reality. We must balance on the tightrope between seeing regularities, or alternatively, only variation.

The process of categorization is a continuous process in human beings, both researchers and informants. Anthropologists have been repeatedly warned about category establishment. For example, Leach says "the establishment of classifying categories is never more than a temporary ad hoc expedient. Most such categories have ceased to serve any useful purpose long before they achieve the distinction of appearing in print" (1961:26). Fabian (1971) discovered, when going to study an African society, that the classifying concepts he brought to the field had little relevance to what he saw there. Many anthropologists - most, according to Jarvie (1975) - have discovered the same thing; their analytical categories did not "fit" the data observed. An important cause of this "lack of fit" between analytical concept or category and object in the field is that the "world" does not consist of "independently existing objects" which can be classified according to clearly

perceived concrete features. Researchers must be constantly aware of this process of categorization occurring both in themselves and in their informants; a process which occurs through language and reduction. Only by being aware of how our categories keep us restricted to certain patterns and views can we begin to see what is not at first perceptible and to hear what is not being said (cf. Douglas 1978).

Since categories and the process of categorization will play a role in this analysis, it is interesting to look at a study of the categorization process by high school teachers and administrators. Influenced by Schutz (1945; 1953), who said the perspectives of actors "whose actions produce the ongoing social organization are of central importance for any investigation of how organizations come to define, record, and treat persons as instances of certain social categories;" Cicourel and Kitsuse say that observers must deal with "common-sense interpretations of social reality currently in use" by actors through the analysis of "everyday language generalization" (1963:10). Cicourel and Kitsuse saw as their task an exploration of the language used by school personnel "to identify the variety of student types recognized as significant in the day-to-day activities of the high school" and their second task "to examine the consequences of these identification and classification processes for the direction and development of any given student's career within the high school" (1963:11). Their work led them to the conclusion that the perspective of school personnel toward students are more important than students' capabilities in determining how the students will be treated at the school. Cicourel and Kitsuse saw that "critical organizational decisions" could not be measured "with our present state of knowledge" but could be described

"roughly". They add that some will question "the usefulness of obtaining data that is difficult to code" but "our theory required that we do this, because the theory is not sufficiently developed so that structured questions with structured responses could be asked without deliberately forcing particular answers and running the risk of falsely supporting or discrediting the theory." They thought they had to explore "vagueness as a definite property" of the data "because this is what our theoretical framework leads us to expect" (1963:153-155).

This interpretive approach allows us to explore the everyday actions and everyday language of the group under discussion in an effort to discover the various existent perspectives among the members of the group; the processes of categorization by which members of the group view one another, and the consequences these processes have for the group's activities and the attitudes which attend and result from the activities of the group.

Specifically, we have under study a Sage Workshop held by the Dade County Public Schools at the DuPont Plaza Hotel in Miami, Florida on the 25th and 26th of March, 1979.³ The Dade County Workshop was developed as a specific activity designed in response to the first area or objective of the Sage project; i. e., to design, implement and evaluate a series of staff development experiences for integrating general and special education administrators. More specifically, the Dade County Workshop was designed as a school district-based staff development experience for general and special education administrators within the participating school system; an experience which is irrelevant if not school district- or context- based.

The primary purpose of the Dade County Workshop, then, was to integrate general and special education administration for the improvement of education to the handicapped (integration refers to the sharing of knowledge and perspectives between special education administrators and general education administrators through mutual participation in meetings, decision-making, staff development, needs assessment and school system planning). Two points should be emphasized here. First, the eventual value of the Dade County Workshop will extend beyond the effect it has on the local school district; another goal of the Sage project is to extend the use of tested staff development projects and processes to school systems, state education agencies and university education departments beyond those directly involved in the project. Thus, the importance of the Dade County Sage Workshop - and what we can learn from it - stretches beyond local boundaries and influence. Secondly, the insights we can discover from the interactions occurring during the Dade County Workshop may help us understand interactions occurring in other educational situations.

The involvement of the anthropologist consisted of participation in the Workshop for an evening and a day, followed by a day of visiting local schools and classrooms, with both regular and special education programs and children. It was hoped by Sage project and Dade County School personnel (and by the anthropologist) that a different perspective and approach by a trained anthropologist could offer insights difficult to see by those deeply involved in the processes themselves.

A word must be said about the ways of anthropology; How are they

different? How are they valuable? Ethnographic description is the primary baseline from which the analysis of such data can proceed; data such as the economics and politics of a multitude of areas, including education. Mulhauser (1975) suggests that the natural tendency of investigators, including anthropologists, is to demonstrate how complex everything is, and then to demonstrate the investigator's own insight by fitting all the pieces of one part of it together, thus displaying the functional interlocking of the phenomena underdiscussion. Ethnography, on the other hand, is characterized by an "ambiguity of focus and definition amid the welter of rich detail" (1975:312). The ambiguity of human ideas and actions in everyday life is the "stuff" of ethnography; however, as Eggleston (1974) suggests, the ethnographic narrative itself need not display ambiguity of focus and definition.

Ethnographies are characterized by a period of fieldwork (observation in an actual field situation), by a descriptive narrative covering a wide range of data focusing on the interdependence of observed, interpreted and analyzed phenomena, and by day-to-day observation. An ethnographic study involves more than just "being in the field" or having contact with the people; rather, it is conducted by a trained observer. Operating in the situation as his own major "data collection instrument," the ethnographer has an advantage in being trained in the social sciences for he brings fewer (or at least different) "preconceived notions about the structure and function of schooling" (Herriott 1977:109) than educators. The primary means by which ethnographic anthropologists gather their data in the field is by participant observation. Participant observation is the first step of

interpretation for the anthropologist and involves the intense, detailed study of day-to-day action over time. It is a procedure for viewing everyday life through logic-in-use (Kaplan 1964) in order to "get at" actors' perspectives and their interpretive procedures. Of course, participant observation involves far more than "being in the field." It involves an anthropological "stance" and "detachment" involving a comparative orientation which comes from cross cultural knowledge and an intimate awareness of the multitude of ways men have and are constructing their worlds and living their lives. In addition, the anthropologist's participant observation is intimately connected to - precedes and follows from - his interpretations and analyses.

Special education administrators desire and strive to transmit to general education administrators 1) a history of, need for and current compliance procedures for legal requirements; 2) the advantages of improving special education programs in the general educational system for both special education and general education students; and 3) the ethical and educational advantages of incorporating special education programs and children into the educational mainstream. The special education - general education administrator relationship is an applied problem related to the more general problem in educational research defined by Bernstein as "the structure of cultural transmission and change, with special reference to speech" (1971:18). As teachers attempt to transmit to students cultural knowledge (which involves a gradual increase and change in student actions and attitudes), so special education administrators are attempting to transmit to general administrators knowledge and awareness which will involve an

of the Workshop. The important point to note here is that, since the Sage Workshops are held to educate and to increase the awareness of general administrators to the problems and situations of special education (a goal which was stated by Dade County special education administrators), constant attention to the attitudes and knowledge held by Dade County general education administrators results in the construction of a Workshop which meets the actual and current needs of Dade County general administrators.

It is important for special education personnel to recognize that the context of the Workshop is quite different for the general administrators than it is for the special education administrators. Special education people retain by and large, the same role at the Workshop as they do on the job; they are in both places because of their knowledge of special education. General administrators, on the other hand, are not at the Workshop because of what they know; rather, they are there because of what they do not know. People with important and complex jobs are now students, with little of the power and prestige to which they are accustomed. At the Dade County Workshop, this feeling of "studentness" was reinforced by the Workshop leader, who frequently seemed more interested in showing his knowledge and importance than in respecting his Workshop participants. On the other hand, this feeling of "student" may have increased the tension and apprehension associated with simulation activities, thus increasing the impact of such activities on the participants.

Having general administrators (and special education administrators) fill out a Workshop evaluation questionnaire at the conclusion of the Workshop

is an indication of the awareness of Exceptional Student personnel to the need to understand their audience and to reevaluate the format of their Workshops. As an anthropologist, whose horror of questionnaires is sizable, I must admit to admiration for the attempt to solicit reactions, and to some portions of the Dade County questionnaire. It is important to let your audience know why you are asking them particular questions; this the questionnaire did. Questionnaires, however, direct responses by the choice of questions asked and by the structure of the answers. In addition, answers by number tell us nothing about why a particular answer was given, nor does it indicate (in other than an extremely general way) the attitudes and feelings accompanying the answer. Yet these attitudes and feelings accompanying each response are the "constructors" of every action taken by a general administrator in regard to special education. This is the "human content" which, if missing from our levels of analysis, make the analysis and evaluation of educators and anthropologists empty of any real meaning. This attention to the way general education administrators define the situation is appropriate not only to the occurrence of the Workshop but on a regular basis. How general administrators define the situation of special education programs and children in their schools varies from day to day, and is influenced by the knowledge they are gaining (in the local school, from their central administrative office and on a national level), the events occurring in the special education programs in their schools, county and country and by the attitudes of those who work with and for them, other educators in the area and others they come in contact with. For this and other reasons, the attitudes and ideas held by

general education administrators of special education vary, not only between them, but within one individual over time. And for this reason, it is impossible for anyone, including special education administrators in the same area, to predict (in anymore than a superficial way) the attitudes and knowledge of special education held by a group of general administrators at any particular time. This is an extremely important point; one made many times in many situations and applying to many groups of people, and yet a point which is forgotten almost as often as it is made. It is forgotten because people categorize things, objects, events . . . and other people.

The Dade County Sage Workshop of March 1979 was devoted exclusively to the simulation of handicapping conditions under the leadership of a professor of education from the University of Florida. These activities included the simulation of blindness, deafness (which was in fact muteness simulation, since no attempt was made to hamper or prevent hearing ability), wheelchair-bound, and various activities designed to imitate the various confused and frustrating feelings which accompany difficult and time-consuming tasks. These activities, some of which occurred in the Dupont Plaza Hotel (outside of the meeting room) and on the streets of downtown Miami, were carefully supervised by the leader. He was a major element in keeping the simulation activities moving along; he allowed no one to excuse themselves from the activities; he was forceful and dynamic and kept the activities and the Workshop participants in constant activity; he was also forceful in encouraging participants to play "by the rules" (act, as much as possible, as do handicapped people); he used a variety of activities which allowed

Workshop participants to exercise different handicaps and he allowed opportunity for participants to react and comment on their experiences.

There is little doubt that Workshop participants received a number of feelings and experienced situations and events in a new light as a result of the Workshop activities. This was expressed repeatedly by the special educators, general education administrators and other participants in attendance. Certainly simulation activities are more effective in inducing awareness in general education administrators than are lectures; this is evidenced not only from a comparison of lecture techniques used elsewhere, but by a comparison of the initial lecture/speech by the leader on the first evening of the Workshop with later simulation activities. Workshop participants were much more interested and involved in the latter than the former. The very nature of a lecture (one person talking - and usually standing - while the rest listen - usually sitting and taking notes) implies a teacher-student relationship. The lecture technique is infamous for its ineffectiveness, although it is also frequently viewed as the only way to transmit knowledge in certain circumstances.

It is possible that the lecture technique of transmitting knowledge to general education administrators may be less effective than other means because of the nature of a general administrator's position in the educational system. Principals and assistant principals are constantly "in charge" of people and situations. They suggest or order solutions to problems, they lecture both children and adults on a multitude of matters and procedures and they handle arrangements with and between many different groups. Their

usual position is that of listening to alternatives and viewpoints and deciding the final outcome. As figures of authority, not only to students but to teachers, parents and neighbors (among others), principals and assistant principals (except to their principals) are seldom in the position of being lectured to, of being told how and what to do. It may be more difficult for them than for most to assume the role of listener in a lecture situation.

The effectiveness of the simulation activities was increased in that all the Workshop participants were being directed by an outside leader; and all were in a position of strangeness, with all the feelings that accompany new and strange activities. The fear, frustration and occasional joy experienced (e.g., when finally getting one's wheelchair through a narrow aisle) while simulating a handicapped condition will not be soon forgotten by the participants. There is another sense, however, in which we can discuss a "position of strangeness," and to do so raises serious doubts as to the effectiveness of and need for "total immersion" Workshops which involve participants in simulation activities.

There are two important questions to be asked. First, must we "pretend" to be someone or "imitate" his situation or condition in order to listen to, understand and (possibly) appreciate him and his perspective? And secondly, even if we want to and attempt to understand his situation/condition through imitation, can we? Most anthropologists would have negative responses to both these questions. To discuss why, we will take the questions in reverse order. First, anthropologists have been coping with fieldwork and how one "gets to know the natives" for years; and from the beginning,

we have realized that total involvement and identification with the group under study is not possible. Many anthropologists feel the temptation, at one point or another during their fieldwork, to "go native." But there always comes the point when the anthropologist must decide whether to join the group: (if he chooses that option his "joining" can rarely be complete - as many have discovered to their regret) or to remain an anthropologist. And with that decision comes the bitter realization (for so many) that he will always - because there is no alternative - remain in a "position of strangeness." No, we cannot know another's situation or condition through imitation. Our attempts will always fail. Such attempts may also, in spite of their failure, have the effect of making us think we have experienced another's situation. The interpretation by a non-handicapped person of a simulation activity designed to help him experience a handicapped condition in no way ever corresponds to the actual experience of being handicapped, in any complete sense. It may help but it "ain't the real thing," as one handicapped person remarked during the Workshop.

From a position of strangeness, the anthropologist attempts the interpretation of another group's way of life. This interpretation begins with listening, with watching, with questioning; always, always listening "even as a child." And this listening and watching and questioning is based on a major presupposition; that the way of living being observed is worthy of our observation, our attempts at interpretation, our understanding, and usually and frequently, our appreciation. So, in answer to the second question: no, we do not need to pretend a condition or situation in order to

understand and appreciate it and the person in it.

Those being imitated realize this even when those doing the imitating do not. A common refrain from the 1960's by blacks to whites was, "You'll never know what it was to grow up black and be black in white America." Similar comments are made by all minorities and its becoming more frequently heard from the handicapped.⁵ In fact, a handicapped person made such comments at the Workshop (as previously mentioned) while watching with some amusement the simulation activities occurring around him. An interesting point can be made here. Handicapped people are unable to imitate non-handicapped people, yet we expect them to live in our world, cope as best they can and understand and appreciate us. They have the problem; we do not. The fact that so many handicapped people are able to get on in our world suggests that imitation is not the key to understanding.

Anthropologists have been forced, during their fieldwork, to find avenues for understanding through various comparative means. Often comparing along traditional lines (or ways that have worked in one's own society) is less productive than attempting new comparisons. For example, how can the anthropologist in the field understand the fervor with which the women's rite, Isoma, is performed among the Ndembu of central Africa (Turner 1969)? Obviously, the anthropologist will gain little understanding by imitating the activities of the rite, such as collecting medicine from the bush, looking for rat burrows or tying hunks of grass into two knots. But once the anthropologist hears that such activities are necessary for success of the Isoma rite and that successful completion of Isoma is necessary for

getting rid of misfortune or illness which will, among other things, make the women bear children, the anthropologist gains understanding. He can understand the fervor with which such activities are done when he compares it with the fervor he himself displays in moments of importance and meaning.

Similarly, new avenues of comparison may be more productive in understanding handicapped conditions than straight imitation. I do not know what its like to be deaf; I do know intimately the frustration of not understanding a word of what people are saying around me. I was sometimes lonely and scared because of my lack of the local language (an experience shared by anyone who has been in that position). Could that be what deaf people frequently experience because of their deafness? Maybe searching for personal experiences of comparable import is more rewarding than physically imitating conditions and situations.

There is another benefit from the simulation activities which must be mentioned; that is the rapport which was established between general education and special education administrators during the Workshop. Turner suggests that during periods of "liminality", which he uses to refer to "any condition outside or on the peripheries of everyday life" (1974:47), bonds of "communitas" are established. Communitas is defined as "bond uniting . . . people over and above any formal social bonds" (Turner 1974: 45 quoting Znaniecki). Communitas is seen in such situations as initiation rites in a number of societies, wartime relationships between soldiers and among members of a sports team. Turner further describes bonds

of *communitas* as "undifferentiated, equalitarian, direct, nonrational (not irrational).'" And Turner further notes that *communitas* is "a sacred condition or can readily become one;" an interesting observation in light of the religious terminology and orientation connected to much of special education (e. g., the "conversion" of people to special education aims, the "message" special education people attempt to get across to others, the moral and ethical issues connected to special education).

This *communitas* or rapport established between and among participants was very much evident during the Workshop. The nature of the simulation activities (particularly the situation of being blind for many of the participants) led to a considerable amount of tension and apprehension . . . occasionally to outright fear. Since mobility and aid depended to a large extent on other Workshop participants when one was simulating a handicapping condition, an openness in expressing apprehensions and reactions was apparent, which contributed greatly to feelings of *communitas*. What is important here is the establishment of these bonds between special education administrators and general education administrators in Dade County; bonds which will persist long after the conclusion of the Workshop and which will greatly aid face-to-face interactions; interactions which are vital to the improvement of special education programs in Dade County for they occur between two influential groups, whose cooperation is vital to that very improvement.

Conversations with general education administrators away from the Workshop and on the job indicated the importance they put on having

regular encounters with Exceptional Student personnel. Several expressed the need for Exceptional Student administrators to visit more in the schools in order to understand the advances made in Exceptional Student programs, the interactions occurring between regular and special education children and between regular and special education teachers, and to become more familiar with the day-to-day demands, problems and situations of special education in their schools which face the general education administrators. Repeatedly, the point was made by general education administrators that their problems are not really understood by the central office; that much could be understood if the administrators for Exceptional Education would become more familiar with the actual school situations. There was also evidence that such visits and concern resulted in increased commitment on the part of general education administrators for the concerns of special education in their schools. This was observed by several Exceptional Student personnel. In addition, Exceptional Student personnel expressed the desire to make visits, but acknowledged that demands on their time made such visits difficult to schedule and maintain on any regular basis.

In conclusion then, there is the need for special education administrators to explore the everyday attitudes and actions and the everyday language of general education administrators, with a realization of the shifting nature of these actions and attitudes. When conversation and interactions between general education administrators and Exceptional Student administrators are thusly based, the integration necessary for the improvement of special education is facilitated, as evidenced during the Workshop.

Footnotes

- 1 Quoting Hawkes, a literary critic, is an acknowledgement of the realization that insight and understanding of the nature of humans and reality will not be gained by any particular discipline and/or set of "methods"; it is appropriate for an anthropologist's work to cite a literary man in a paper on education, if that is where insight can be found.
- 2 I would change here only Eggleston's use of the word "often"; "frequently" or "usually" might be more apropos.
- 3 Sponsored by UCEA, the Sage Workshop was part of large project devoted to addressing the problem of the inadequacy of current staff development programs for special education administrators and general education administrators vis-a-vis education for handicapped children. One of the areas the Sage project addresses itself to is the non-integrating character of current staff development programs for general and special education administrators.
- 4 When not disruptive of the speaker's talk and when the joking is non-threatening to both speaker and participants.
- 5 "Native" is a word well laid to rest by today's anthropologists and citizens; it is used here only in the descriptive sense of referring to the history of anthropology.
- 6 A personal note: this anthropologist wears braces. I appreciate sympathy from "non-brace" people on a day when my mouth hurts, but I know they do not really understand. A total stranger in a needlepoint shop can say, however - "Oh, how much longer do you have? I wore braces for three years" - and we smile in understanding. That person understands . . . and understands better than my closest friend in a "non-brace" condition.

References Cited

- 1952 Asch, S. E.
Social Psychology. Englewood Cliffs, N. J.: Prentice-Hall.
- 1971 Berger, P. L. and T. Luckmann
The Social Construction of Reality. London: Penguin.
- 1971 Bernstein, B.
Class, Codes and Control. Vol. 1. Theoretical Studies towards a
Sociology of Language. London: Routledge.
- 1973 Brittan, A.
Meanings and Situations. London: Routledge.
- 1974 Burhoe, R. W.
The Phenomenon of Religion Seen Scientifically IN Changing Perspectives
in the Scientific Study of Religion, A. W. Eister (ed): 15-40. New
York: Wiley and Sons.
- 1974 Cicourel, A.
Cognitive Sociology: Language and Meaning in Social Interaction.
New York: Free Press.
- 1963 Cicourel, A. and J. L. Kitsuse
The Educational Decision-Makers. New York: Bobbs-Merrill.
- 1973 Dale, R.
Phenomenological Perspectives and the Sociology of the School.
Educational Review 125(3):175-189.
- 1977 Dolgin, J. L. et al (eds)
Symbolic Anthropology. A Reader in the Study of Symbols and Meanings.
New York: Columbia University Press.
- 1978 Douglas, M.
Lecture at University of Texas, Austin. Department of Anthropology.
15 February.
- 1978 Dumont, J. -P.
The Headman and I: Ambiguity and Ambivalence in the Fieldworking
Experience. Austin: University of Texas Press.
- 1974 Eggleston, J. (ed)
The Contemporary Context of Research in the Sociology of Education:
Introduction: 1-15. London: Methuen.

- 1971 Fabian, J.
Language, History and Anthropology. *Philosophy of the Social Sciences* 1:19-47.
- 1974 Fabian, J.
Genres in an Emerging Tradition: An Anthropological Approach to Religious Communication IN *Changing Perspectives in the Scientific Study of Religion*, A. W. Eister (ed):. New York: Wiley and Sons.
- 1973 Geertz, C.
Thick Description: Toward an Interpretive Theory of Culture IN *The Interpretation of Cultures. Selected Essays*. New York: Basic Books.
- 1959 Goffman, E.
The Presentation of Self in Everyday Life. New York: Doubleday.
- 1971 Graburn, N.
Readings in Kinship and Social Structure. New York: Harper and Row.
- 1977 Hawkes, T.
Structuralism and Semiotics. London: Methuen.
- 1977 Herriott, R. E.
Ethnographic Case Studies in Federally Funded Multidisciplinary Policy Research: Some Design and Implementation Issues. *Anthropology and Education Quarterly* 8(2):106-115.
- 1975 Jarvie, L.C.
Epistle to the Anthropologists. *American Anthropologist* 77:253-266.
- 1964 Kaplan, A.
The Conduct of Inquiry. San Francisco: Chandler.
- 1961 Leach, E. R.
Rethinking Anthropology. London: Athlone Press.
- 1975 Mulhauser, F.
Ethnography and Policymaking: The Case of Education. *Human Organization* 31(3):311-315.
- 1974 Robinson, P. E. D.
An Ethnography of Classrooms IN *Contemporary Research in the Sociology of Education*, J. Eggleston (ed):251-266. London: Methuen.
- 1945 Schutz, A.
On Multiple Realities. *Philosophy and Phenomenological Research* 5:533-575.

- 1953 Schutz, A.
Common-Sense and Scientific Interpretation of Human Action.
Philosophy and Phenomenological Research 14:1-37.
- 1964 Schutz, A.
Collected Papers, Vols. 1 and 2. The Hague: Martinus Nijhoff.
- 1967 Schutz, A.
The Phenomenology of the Social World. Trans. by G. Walsh and
F. Lehnert. Evanston: Northwestern University Press.
- 1970 Schutz, A.
On Phenomenology and Social Relations. Selected Writings, H. R.
Wagner (ed). Chicago: University of Chicago Press.
- 1928 Thomas, W. L.
The Child in America. New York: Knopf.
- 1969 Turner, V.
The Ritual Process: Structure and Anti-structure. Chicago: Aldine
Press.
- 1974 Turner, V.
Dramas, Fields, and Metaphors. Symbolic Action in Human Society.
Ithaca: Cornell University Press.

METROPOLITAN PUBLIC SCHOOLS
NASHVILLE-DAVIDSON COUNTY/MAY 1979
Carol Mortland

There has traditionally been seen a dichotomy between those who do and those who think. Actions are seen as being produced primarily by the former; books by the latter. Many see this dichotomy today in various approaches to education; i. e., the organized transmission of knowledge and attitudes. Educators, who must do the transmitting on a day-to-day basis (and whose jobs depend on their success), approach education on a much more practical and action-oriented level than do social scientists, whose interest is primarily with the description, analysis and understanding of knowledge transmission and attitude change, and whose job obligations demand a different expression of their abilities and involvement (e. g., teaching, writing articles and books rather than with student success). This apparent dichotomy between the "doing" of educators and the "thinking" of social scientists leads to both criticism of those in either area who presume to become involved in the other domain (e. g., that they are qualified in only one area, and thus should stay there), or criticism of both educators and scientists for neglecting to utilize one another's perspectives, insights and methodologies.

An approach which understands the "apparentness" of this dichotomy

rather than its "realness" - for certainly "doing" and "thinking" are not easily separated analytically, nor can either be easily ascribed to one or another group - focuses on individual perspectives, or modes of knowing; the perspectives which are constructed by people and which then guide their actions and attitudes. This "perspective" - that the study of perspectives leads to rich rewards in terms of understanding ourselves and others, as individuals and in groups - has been in development for some time (since Vico, according to Hawkes 1977) and can now be seen in discussion and practice by a number of social scientists, philosophers and others.

We can best set the stage for this perspective-oriented approach by a brief description of the traditional view of reality. Educational research, for example, has customarily been conducted with a psychometric paradigm; in this paradigm, social phenomena are treated as nonproblematic and measurable. Thus, primary interest and energy is devoted to "fitting the data into coding categories" with the research being "self-validating in terms of the categories used," says Robinson, an educational researcher (1974:252, 253). In addition to category-building and data-fitting, researchers concentrate on constructing parsimonious definitions and measurement instruments; attempting always to do this construction on a foundation of scientific method/methods.

But researchers, in many fields other than education, criticize this traditional paradigm as ignoring the actual nature of phenomena in reality (even when noted, such self-criticism is ignored). The principle concern is that the definitions, categories and evaluation instruments, while frequently consistent with one another and with existing programs and systems, do not correspond with and actually ignore much of the actual phenomena relevant to

the research. Says Brittan: it is inappropriate to assume that the only way to study action is "at levels of analysis which are absolutely empty of human content" (1973:18); that is what research proceeds on, however, if the nature of perception and reality is not taken into account.

The new perspective realizes that "despite appearances to the contrary the world does not consist of independently existing objects, whose concrete features can be perceived, clearly and individually, and whose nature can be classified accordingly." Rather, the "true nature of things may be said to lie not in things themselves, but in the relationships which we construct, and then perceive between them" (Hawkes 1977:17).¹ It is important to realize that man constantly produces himself and the world around him, "using" the world that exists independently of him. In addition, the forces acting on man, and the features of his environment, are filtered through the perceptions of reality he has created. A number of social scientists (Berger and Luckman 1971; Dale 1973; Dolgin et al 1977 are excellent representatives of these researchers) now consider that an individual constructs his own life through his interactions with others; his goal is his own internal and external integration, and the social interactions which contribute to that goal are visible to observers through his actions and products. This interpretive approach incorporates the realization that human beings do not always follow rules (a realization with which a normative perspective is unable to cope); that humans are not "consistently logical nor reliably predictable in their behavior" (Eggleston 1974:3). So, what is needed is a research orientation which can take into account the "subtle, shifting and often covert everyday conceptions of the world" of mankind (Eggleston 1974:3).²

4

In order to understand this constructed reality of human beings, in its variations and patternings from group to group and from individual to individual, the new approach focuses on the interpretation of the everyday experiences of human beings. It focuses on the "subjective intentions, feelings, attitudes, definitions of the situation and acts of human beings" (Brittan 1973:13); on the relations between and among these attitudes and acts and on the interactions between and among human beings. This new approach considers "everyday life" the "stuff" of research; on the regularities and irregularities existent in the perspectives and actions of human beings. It is this "reality" which must be dealt with: described, interpreted, analyzed.

We are becoming increasingly aware that interpretation is involved in the very collection and analysis of data. An objective study of social phenomena is not possible, for what is defined as objective depends on the definer. Geertz, the anthropologist who more than any other has made us aware of interpretation, says of our subject matter that "what we call our data are really our own constructions of other people's constructions of what they and their compatriots are up to," and of our analysis that we are "sorting out the structures of significance . . . and determining their social ground and import" (1973:9); thus, discussions of objective versus subjective are futile and divert us from the description and analysis of reality as perceived and experienced by human beings. Says Burhoe about subjective and objective orientations; according to recent "epistemological and ontological metaphysics" deriving, in part, from physics and biopsychology, we know "that the 'subjective' world is a particularistic representation of some invariances extracted by a brain from the 'objective' world; and that the 'objective' world

is a set of invariances found in the 'subjective' world. The two worlds are the same" (1974:29). Even when researchers attempt to act "scientifically", their interpretations result in the exclusion of some data and resultant overweighing of other data. The researcher is never totally an observer; the "doing" of research involves the total involvement of the researcher. As the researcher draws on his own past experience as human being and as researcher, the "context of our interpretations will . . . be based upon 'logic-in-use' and 'reconstructed logic' and therefore include elements of common-sense typification and theorizing" (Cicourel 1973:32).

There is interpretation, then, of the researcher and of the human being acting out his everyday life. He does this through procedures of interpretation which provide for a "common sense of interpretation" for the members of a group. This "common sense of interpretation" then "enables members to assign contextual relevance; norms and values are involved to justify a course of action, 'find' the relevance of a course of action, enable the members to choose among particulars for constructing an interpretation others can agree to or an interpretation designed to satisfy the imputed interests or demands of others" (Cicourel 1973:72). The researcher wants to "get at" these procedures of interpretations; to see how action is decided upon, justified and reacted to. The researcher "takes snapshots" of the interpretations of the individuals/groups under observation; he then "processes those snapshots" by giving his own interpretations. He does this by "reciprocity of perspectives" (Schutz 1967); by his ability to put himself in the place of others during interaction.

Fabian (1971; 1974), a French anthropologist, suggests that researchers replace the traditional subject-object distinction with a model which focuses on the process of communication; in which the anthropologist as researcher together with his informants create an "interactive dialogue" which is then the object of study. He wishes to transfer the anthropological orientation from positivist methodology, which draws the distinction between observer and observed, to a methodology grounded in intersubjectivity (derived from Schutz 1964; Berger and Luckmann 1971). Dumont (1978) is another anthropologist interested in the dialogue established between "I" and "they". He interprets the relationship between himself and his informants, the Panare Indians of South America, by an examination of the "text" which he uses to refer to the "development in time, the interweaving in the process of certain types of interactions" (1978:4). Dumont adds: "a thick description of the text, if it is to be an interpretation, also requires the interpretation of the context with which it interacts in a dialectical relationship" (1978:5). Dumont sees his work as emphasizing "not an objective viewpoint but a multiplicity of viewpoints, all of which passed through the warping prism of my consciousness" (1978:13). Thus, this relationship between researcher and researched is the first step in generating data from different perspectives.

In no research approach is it more important to describe and discuss the researcher's methodological and philosophical orientation than in the present interpretive approach, to which this anthropologist certainly subscribes; because the basic assumption is that interpretation of human beings is not only the focal point of research but the very methodology of research. As a glass spheroid reflects multitudinous reflections of light

from its surfaces in an unpredictable manner (unlike a prism), so the perspectives and interpretations of the individuals in a group can be reflected through the observer/researcher to more accurately demonstrate the kaleidoscopic modes man has of constructing reality. These "informal logics of actual life" can be "thickly described," says Geertz; also, we gain access to these systems of informal logic by "inspecting events, not by arranging abstracted entities into unified patterns," as some scientists spend their time attempting to do (1973:17). Although we will finish with a categorization of perspectives (we must reduce them to a smaller number in order to deal with action), it is important to realize that such a reduction does not exist (cannot be assumed) in reality. We must balance on the tightrope between seeing regularities, or alternatively, only variation.

The process of categorization is a continuous process in human beings, both researchers and informants. Anthropologists have been repeatedly warned about category establishment. For example, Leach says "the establishment of classifying categories is never more than a temporary ad hoc expedient. Most such categories have ceased to serve any useful purpose long before they achieve the distinction of appearing in print" (1961:26). Fabian (1971) discovered, when going to study an African society, that the classifying concepts he brought to the field had little relevance to what he saw there. Many anthropologists - most, according to Jarvie (1975) - have discovered the same thing; their analytical categories did not "fit" the data observed. An important cause of this "lack of fit" between analytical concept or category and object in the field is that the "world" does not consist of "independently existing objects" which can be classified according to clearly

perceived concrete features. Researchers must be constantly aware of this process of categorization occurring both in themselves and in their informants; a process which occurs through language and reduction. Only by being aware of how our categories keep us restricted to certain patterns and views can we begin to see what is not at first perceptible and to hear what is not being said (cf. Douglas 1978).

Since categories and the process of categorization will play a role in this analysis, it is interesting to look at a study of the categorization process by high school teachers and administrators. Influenced by Schutz (1945; 1953), who said the perspectives of actors "whose actions produce the ongoing social organization are of central importance for any investigation of how organizations come to define, record, and treat persons as instances of certain social categories;" Cicourel and Kitsuse say that observers must deal with "common-sense interpretations of social reality currently in use" by actors through the analysis of "everyday language generalization" (1963:10). Cicourel and Kitsuse saw as their task an exploration of the language used by school personnel "to identify the variety of student types recognized as significant in the day-to-day activities of the high school" and their second task "to examine the consequences of these identification and classification processes for the direction and development of any given student's career within the high school" (1963:11). Their work led them to the conclusion that the perspective of school personnel toward students are more important than students' capabilities in determining how the students will be treated at the school. Cicourel and Kitsuse saw that "critical organizational decisions" could not be measured "with our present state of knowledge" but could be described

"roughly". They add that some will question "the usefulness of obtaining data that is difficult to code" but "our theory required that we do this, because the theory is not sufficiently developed so that structured questions with structured responses could be asked without deliberately forcing particular answers and running the risk of falsely supporting or discrediting the theory." They thought they had to explore "vagueness as a definite property" of the data "because this is what our theoretical framework leads us to expect" (1963:153-155).

We have now delineated the interpretive approach by which we explore the everyday actions and everyday language of the group under discussion in an effort to discover the various existent perspectives among the group; the processes of categorization by which members of the group view one another, and the consequences these processes have for the group's activities and the attitudes which attend and result from the activities of the group.

Under study is a Sage Conference held by the Nashville - Davidson County Public Schools on May 7 and 8, 1979, at a Tennessee State Park located approximately an hour and a half's drive from Nashville.³ The Nashville Conference of May 1979 was developed as a specific activity designed in response to the first area or objective of the Sage project; i. e., to design, implement and evaluate a series of staff development experiences for integrating general and special education administrators. More specifically, the Nashville conference was designed as a school district-based staff development experience for general and special education administrators

within the participating school system; an experience which is irrelevant if not school district- or context- based. The primary purpose of the Conference, then, was to integrate general and special education administrators for the improvement of education to handicapped children (integration refers to the sharing of knowledge and perspectives between special education administrators and general education administrators through mutual participation in meetings, decision-making activities, staff development, needs assessment activities and school system planning. The Conference goal, as outlined by Nashville personnel, was to "design a plan of action which can be used at the local school level to improve the effectiveness of programs for the exceptional child/youth." Objectives for each local school team were defined as follows: to "1. identify internal and external resources available for addressing special needs of students at the local school; 2. develop in-school alternatives focusing on students with special problems which can be used prior to the structured staffing process; 3. develop a vehicle for communicating with the total faculty to develop an on-going operational model for maximum utilization of available resources" (from Participants Manual).

Two points should be emphasized here. First, the eventual value of the Nashville Conference will extend beyond the effect it has on the local school district; another goal of the Sage project is to extend the use of tested staff development products and processes to school systems, state education agencies and university education departments beyond those directly involved in the project. Thus, the importance of the Nashville

Conference - and what we can learn from it - stretches beyond local boundaries and influences. Secondly, the insights we discover from the interactions occurring during the Nashville Sage Conference may help us to understand interactions occurring in other educational situations.

The involvement of the anthropologist consisted of participation in the Conference on May 7 and 8. It was hoped by Sage project and Nashville Public Schools personnel (and by the anthropologist) that a different approach and perspective by a trained anthropologist could offer insights difficult to see by those deeply involved in the processes themselves.

A word must be said about the ways of anthropology; How are they different? How are they valuable? Ethnographic description is the primary baseline from which the analysis of such data can proceed; data such as the economics and politics of a multitude of areas, including education. Mulhauser (1975) suggests that the natural tendency of investigators, including anthropologists, is to demonstrate how complex everything is, and then to demonstrate the investigator's own insight by fitting all the pieces of one part of it together, thus displaying the functional interlocking of the phenomena under discussion. Ethnography, on the other hand, is characterized by an "ambiguity of focus and definition amid the welter of rich detail" (1975: 312). The ambiguity of human ideas and actions in everyday life is the "stuff" of ethnography; however, as Eggleston (1974) suggests, the ethnographic narrative itself need not display ambiguity of focus and definition.

Ethnographies are characterized by a period of fieldwork (observation in an actual field situation), by a descriptive narrative covering

a wide range of data focusing on the interdependence of observed, interpreted and analyzed phenomena, and by day-to-day observation. An ethnographic study involves more than just "being in the field" or having contact with the people; rather, it is conducted by a trained observer. Operating in the situation as his own major "data collection instrument," the ethnographer has an advantage in being trained in the social sciences for he brings fewer (or at least different) "preconceived notions about the structure and function of schooling" (Herriott 1977:109) than educators. The primary means by which ethnographic anthropologists gather their data is by participant observation. Participant observation is the first step of interpretation for the anthropologist and involves the intense, detailed study of day-to-day action over time. It is a procedure for viewing everyday life through logic-in-use (Kaplan 1964) in order to "get at" actors' perspectives and their interpretive procedures. Of course, participant observation involves far more than "being in the field." It involves an anthropological stance and "detachment" involving a comparative orientation which comes from cross cultural knowledge and an intimate awareness of the multitude of ways men have of living their lives and constructing their worlds. In addition, the anthropologist's participant observation is intimately connected to - precedes and follows from - his interpretations and analyses.

According to them, special education administrators desire and strive to transmit to general education administrators 1) a history of, need for and current compliance procedures for legal requirements; 2) the advantages of improving special education programs in the general education

system for both special education and general education students; and

3) the ethical and educational advantages of incorporating special education programs and children into the educational mainstream. The special education - general education administrator relationship is an applied problem related to the more general problem in educational research (and in the field) defined by Bernstein as "the structure of cultural transmission and change, with special reference to speech" (1971:18). As teachers attempt to transmit to students cultural knowledge (which involves a gradual increase and change in student actions and attitudes), so special education administrators are attempting to transmit to general administrators knowledge and awareness which will involve an increase and change in their actions and attitudes.

As anthropologists and other social scientists are interested in the everyday experiences of human beings; the subjective "intentions, feelings, attitudes, definitions of the situation and acts of human beings," so educators can benefit from an examination of the same when attempting to transmit knowledge and awareness of special education needs and problems to general education administrators. The more able they are to do so, the more successful will be their attempts to deliver knowledge to general education administrators and to increase the awareness of general administrators to the problems and needs of special education programs and children. And, of course, the intentions, attitudes and definitions of the situation of human beings are observed and interpreted through the actions and language of human beings. Interaction theory proposes that "individuals

modify their behavior in terms of their perceptions of situations, their self-perceptions, and their perceptions of how the other social person expects them to act" (Graburn 1971:290). Interaction theorists are interested in encounters between persons, in what they refer to as face-to-face activity, and in "face" itself, which is defined as the procedures used by an individual to choose a role for the particular situation. Interactions can occur only when the participants have, to a large extent, a common understanding of the situation. Schutz (1970) calls what is held in common a "communicative common environment" while Asch (1952) calls it a "mutually shared field;" and Thomas (1928) refers to it as the "definition of the situation." These "definitions", which must be shared to some extent, are also never fully shared.

An examination of the various perspectives held by participants in the Nashville Conference reveals immediately several levels of "definitions of the situation." On the one level, the participants shared a "common environment" and a common "definition of the situation." All understood proper Conference actions, such as respectful attention to the speaker, occasional joking at appropriate moments⁴ and pleasant chatting encounters with other participants. At another level, however, participants held differing "definitions of the situation;" general education administrators, for example, had differing expectations and opinions about special education and the Conference than did special education administrators. Although these expectations and opinions vary greatly among general education personnel (a point which the special education administrators seemed alert

to), they did share ideas and problems unique to their occupation.

It is important for special education personnel to recognize that the context of the Conference is quite different for the general administrators than it is for the special education administrators. Special education people retain, by and large, the same role at the Conference as they do on the job; they are in both places because of their knowledge of special education. General administrators, on the other hand, are not at the Conference because of what they know; rather, they are there because of what they do not know. People with important and complex jobs are now students, with little of the power and prestige to which they are accustomed.

Reducing the feelings of "studentness" can be facilitated by increasing the knowledge Conference participants have of the Conference itself, its purpose and the role of the participants in the activities of the Conference. The inclusion in the Conference packet of material explaining the purpose, history and procedures of the Sage project and its Nashville component allowed Conference participants to understand more of the project in which they were involved. In addition, Conference coordinators explained the goals of the Conference at the outset and continued to explain the purpose of each task assigned. This allowed participants to understand why they were in attendance and to undertake their Conference activities with some understanding of why they were doing them, rather than feeling they were being manipulated by the Workshop leaders.

This explanation by Conference leaders indicated their understanding of the varying definitions of the situation which existed among

the participants. This awareness, and the need to understand the audience and to evaluate and reevaluate Conference activities and results according to participant attitudes and reactions was also indicated by having general administrators (and the other Conference participants) fill out an evaluation questionnaire at the conclusion of the Conference. As an anthropologist, whose horror of questionnaires is sizable, I must admit to admiration for the attempt to solicit reactions, and to some portions of the questionnaire. It is important to let your audience know why you are asking them particular questions; this the questionnaire did. Questionnaires, however, direct responses by the choice of questions asked and by the structure of the answers. In addition, answers by number tell us nothing about why a particular answer was given, nor does it indicate (in other than an extremely general way) the attitudes and feelings accompanying the answer. Yet these attitudes and feelings accompanying each response are the "constructors" of every action taken by a general administrator in regard to special education. This is the "human content" which, if missing from our levels of analysis, make the analysis and evaluation of educators and anthropologists empty of real meaning. Concluding the questionnaire with an attempt to elicit responses to essay questions is more conducive to obtaining the "human content" of participants' attitudes and knowledge.

This attention to the way general education administrators define the situation is appropriate not only to the occurrence of the Workshop but on a regular basis. How general administrators define the situation of special education programs and children in their schools varies from day to day,

and is influenced by the knowledge they are gaining (in the local school, from their central administration and on a national level), the events occurring in the special education programs in their schools, county and country and by the attitudes of those who work for and with them, other educators in the area and others they come in contact with. For this and other reasons, the attitudes and ideas held by general education administrators of special education vary, not only between them, but within one individual over time. And for this reason, it is impossible for anyone, including special education administrators in the same area, to predict (in any more than a superficial way) the attitudes and knowledge of special education held by a group of general educators at any particular time. This is an extremely important point; one made many times in many situations and applying to many groups of people, and yet a point which is forgotten almost as soon as it is made. It is forgotten because people categorize things, objects, events . . . and other people.

The Nashville Sage Conference began with a speech by a well-known and liked local principal. Although lectures are infamous for their ineffectiveness, their disadvantages can sometimes be compensated for, as was the situation in the principal's introductory talk. First, several comments about lectures: the very nature of a lecture (one person talking - and usually standing - while the rest listen - usually sitting and taking notes) implies a teacher-student relationship. It is possible that the lecture technique of transmitting knowledge to general education administrators may be less effective than other means because of the nature of a general

administrator's position in the educational system. Principals and assistant principals are constantly "in charge" of people and situations. They suggest or order solutions to problems, they lecture both children and adults on a multitude of matters and procedures and they handle arrangements with and between many different groups. Their usual position is that of listening to alternatives and viewpoints and deciding the final outcome. As figures of authority, not only to students but to teachers, parents and neighbors (among others), principals and assistant principals (except to their principals) are seldom in the position of being lectured to, of being told how and what to do. It may be more difficult for them than for most to assume the role of listener in a lecture situation.

There are several reasons why, in spite of the general disadvantages of the lecture format, the introductory talk seemed to be effective. First, it was brief; a characteristic which is frequently appreciated. Secondly, the speaker was interesting, amusing and already liked and admired by some of the audience. Thirdly, the audience was composed of educators who are accustomed to listening to after-dinner speakers. The situation was more similar to an address by a respected colleague to his fellows and workers than to a situation in which the audience-speaker relationship was reminiscent to the student-teacher relationship. This initial speech appeared to achieve what Conference organizers expressed a desire for; the loosening up any preparation of the Conference participants for the following events.

The Nashville Conference was organized primarily around the

concept of school-based resource teams. The Conference participants were from nine area schools; each team consisted of a general education administrator and those involved in implementing either general or special education programs in the school building (e.g., a school psychologist). Each school resource team, consisting of from five to nine members, was directed and aided in Conference activities by a facilitator. Facilitators were special education administrators from the central office. The initial small group activity, held in the evening after the introductory talk, brought to light some of the critical issues involved in special education. Some of these included socializing the special education child, mainstreaming, the attitudes of general education teachers towards special education and the antagonism prevalent between general education and special education teachers and administrators. These issues, as defined and discussed by general administrators and special and general education personnel, are of vital importance for special education administrators in revealing and identifying the attitudes and ideas held about these issues and their solutions.

The primary focus of the Conference was on the school team activities which occupied the second day. The goal of the second session's activity - "Members of school-based teams will participate in an activity to develop each individual's awareness of his/her and others' roles in relationship to the delivery of services to all children" - was the only goal that seemed to get swamped by the activity designed to implement it. Although most participants spent the initial part of the session questioning one another about their jobs, much more time was actually spent in the more amusing

20

but less informative activity of composing a newspaper front page. While all the small group sessions were important for the development of rapport and communicative lines between team members who will hopefully continue working together in the school building, this interviewing and newspaper imitating activity - while the least informative - may have contributed the most to the feeling of rapport among the group's members. An anthropologist, Victor Turner, suggests that during periods of "liminality", which he uses to refer to "any condition outside or on the peripheries of everyday life" (1974:47), bonds of "communitas" are established. Communitas is defined as "bond uniting . . . people over and above any formal social bonds" (Turner 1974:45 quoting Znaniecki). Communitas is seen in such situations as initiation rites in a number of societies, wartime relationships between soldiers and among members of a sports team. Turner further describes bonds of communitas as "undifferentiated, equalitarian, direct, nonrational (not irrational). " And Turner further notes that communitas is "a sacred condition or can readily become one;" an interesting observation in light of the religious terminology and orientation connected to much of special education (e. g., the "conversion" of people to special education aims, the "message" special education people attempt to get across to others and the moral and ethical issues connected to special education). Rapport between participants who will be working together to solve day-to-day problems at the school level may be of more importance in the long run in improving special education programs than any exchange of information which occurs during a one or two day conference.

The importance of a facilitator who can direct the group's attention to the goal and procedure of a session and then guide the group to the completion of the task was quite evident in this session. The lack of a strong facilitator allowed participants in several of the groups to immediately divert their attention from the planned activity.

The goal of the third session was the development of a resource bank for each school: "Using the school profile and other appropriate information, each team will develop a resource bank which could be used in program planning and implementation in the local school" and "which is the consensus of your team and one which the team feels could be implemented at the local school." For the groups observed, this was an excellent exercise for it allowed for discussion of existing resources and procedures (some of which were unknown to some of a team's personnel), and discussion of areas where resources are adequate or need to be improved. During this session, the importance of a strong facilitator and/or a strong principal was especially evident in the completion of the task. Groups working well together could be seen identifying problems, identifying the subject under discussion (and returning to the task when comments were leading away), agreeing on a problem to discuss and its significance, and identifying the group's assumptions and areas of disagreement. In addition, complaints and disagreements were faced and discussed, with the focus remaining on the problem under discussion rather than straying into personalities.

The group that worked well together listened to one another.

During observation that became very obvious very quickly. One participant in a group working especially well together commented, "We have good programs and we don't spend a cent more" (than other schools). The group agreed, and then went on to identify much of the success of their special education programs and arrangements to the fact that they are willing to experiment; said one participant: "there are too many restrictions in many schools." Another replied, "We don't always play by the rules." This group came from a school where the beginning-of-year orientation week was described thusly by one participant: "We were supposed to spend a week at the Workshop learning to do various things; instead we spent a week getting to know each other." The establishment of that rapport, the freedom to experiment and the ability of the principal to encourage and allow such freedom and discussion are undoubtedly keys to the success of that school's group in working well together at Conference activities. And hopefully the success of the group in working together at the Conference is translated into improved special education programs in the school.

The fourth session had the small groups applying previous Conference activities to practical problems: "Using the information found in the school profile and local resource bank, each team will determine strategies and resources that could be used to provide practical alternatives for the students described in the case studies." Session four seemed less productive than session three for more time was spent talking about the hypothetical children than about the resources available and the choices which could be made to serve the child. But again, the kind of problem-solving

done at the Conference may have been important in establishing patterns of communication between team members; patterns which will enable and encourage continued communication.

The planning for the Conference was excellent, without doubt. The materials prepared for participant use were well done, well written and, with few exceptions, clearly understood by the participants. The participants' manual seemed vital to the success of the Conference in that it centered activity, allowed for tasks to be completed in a definite way (by writing down the results). The writing of each task was usually clear; one exception was the final and very important task; important according to goals stated by the Conference organizers verbally and in the introduction to the manual. Several groups did not understand whether the communication plan referred to communication between general education administrators and special education personnel or to actual or proposed special education procedures. One group got sidetracked drawing a flowchart showing how a child is processed through the evaluation procedure for special education. While that may have been an important process for their attention and discussion, their time was not being given to the final task. Better communication concerning the task may have aided in their completion of a communication plan for their school.

An example of the writing which directed participants' attention directly to practical problems and solution alternatives is seen in the first task on the first evening. The task does not instruct participants to identify three critical issues in special education; a common orientation and the

way I would have expected to see the sentence phrased. Rather, the task asked the group to discuss critical issues and areas of concern "in working with students" with special problems. This makes the task easier to see and to discuss. And for the discerning, maybe the reference to special problems rather than special education will encourage some general education administrators and general education educators to increasingly view students with special problems as occurring both in and out of special education programs. (Maybe every student has a special problem.) These may be small points but, as any planner knows, it is the successful execution of the small things that usually determine the success of a project.

Also evident of the amount of planning devoted to the Nashville Conference is the diagram outline designing the "implementation of an information/resource team at the building level." An outline for the planning and coordination of Sage activities has become and remains an outline for continued communication between general education administrators and special education administrators. The literature of the Sage Conference and the Workshop itself indicate efforts on the part of Nashville special education personnel to begin constructing committees and organizations for Sage purposes that will remain as structures for continued communication and interaction between special and general education administrators.

One additional point can be made: the size of the rooms used as meeting rooms and the choice of the Conference location were well matched to Conference needs. That could not but aid in Conference activities

being successfully completed.

The brevity of the anthropologist's stay and the lack of any communication with participants following the Nashville Conference is an obvious handicap in eliciting participants' attitudes to the Conference and to its results. But observation of the interactions which occurred during the Conference indicate that considerable communication and interaction did occur, and that the small group format was instrumental in facilitating that communication and interaction.

Footnotes

- 1 Quoting Hawkes, a literary critic, is an acknowledgement of the realization that insight and understanding of the nature of humans and reality will not be gained by any particular discipline and/or set of "methods"; it is appropriate for an anthropologist's work to cite a literary man in a paper on education, if that is where insight is found.
- 2 I would change here only Eggleston's use of the word "often"; "frequently" or "usually" might be more apropos.
- 3 Sponsored by UCEA, the Sage Workshop was part of a large project devoted to addressing the problem of the inadequacy of current staff development programs for special education administrators and general education administrators vis-a-vis education for handicapped children. One of the areas the Sage project addresses itself to is the non-integrating character of current staff development programs for general and special education administrators.
- 4 When not disruptive of the speaker's talk and when the joking is non-threatening to both speaker and participants.

References Cited

- 1952 Asch, S. E.
Social Psychology. Englewood Cliffs, N. J.: Prentice-Hall.
- 1971 Berger, P. L. and T. Luckmann
The Social Construction of Reality. London: Penguin.
- 1971 Bernstein, B.
Class, Codes and Control. Vol. 1. Theoretical Studies towards a Sociology of Language. London: Routledge.
- 1973 Brittan, A.
Meanings and Situations. London: Routledge.
- 1974 Burhoe, R. W.
The Phenomenon of Religion Seen Scientifically IN Changing Perspectives in the Scientific Study of Religion, A. W. Eister (ed); 15-40. New York: Wiley and Sons.
- 1974 Cicourel, A.
Cognitive Sociology: Language and Meaning in Social Interaction. New York: Free Press.
- 1963 Cicourel, A. and J. L. Kitsuse
The Educational Decision-Makers. New York: Bobbs-Merrill.
- 1973 Dale, R.
Phenomenological Perspectives and the Sociology of the School. Educational Review 125(3):175-189.
- 1977 Dolgin, J. L. et al (eds)
Symbolic Anthropology. A Reader in the Study of Symbols and Meanings. New York: Columbia University Press.
- 1978 Douglas, M.
Lecture at University of Texas, Austin. Department of Anthropology. 15 February.
- 1978 Dumont, J. -P.
The Headman and I: Ambiguity and Ambivalence in the Fieldworking Experience. Austin: University of Texas Press.
- 1974 Eggleston, J. (ed)
The Contemporary Context of Research in the Sociology of Education: Introduction: 1-15. London: Methuen.

- 1971 Fabian, J.
Language, History and Anthropology. *Philosophy of the Social Sciences* 1:19-47.
- 1974 Fabian, J.
Genres in an Emerging Tradition: An Anthropological Approach to Religious Communication IN Changing Perspectives in the Scientific Study of Religion, A. W. Eister (ed):. New York: Wiley and Sons.
- 1973 Geertz, C.
Thick Description: Toward an Interpretive Theory of Culture IN The Interpretation of Cultures. Selected Essays. New York: Basic Books.
- 1959 Goffman, E.
The Presentation of Self in Everyday Life. New York: Doubleday.
- 1971 Graburn, N.
Readings in Kinship and Social Structure. New York: Harper and Row.
- 1977 Hawkes, T.
Structuralism and Semiotics. London: Methuen.
- 1977 Herriott, R. E.
Ethnographic Case Studies in Federally Funded Multidisciplinary Policy Research: Some Design and Implementation Issues. *Anthropology and Education Quarterly* 8(2):106-115.
- 1975 Jarvie, L.C.
Epistle to the Anthropologists. *American Anthropologist* 77:253-266.
- 1964 Kaplan, A.
The Conduct of Inquiry. San Francisco: Chandler.
- 1961 Leach, E. R.
Rethinking Anthropology. London: Athlone Press.
- 1975 Mulhauser, F.
Ethnography and Policymaking: The Case of Education. *Human Organization* 31(3):311-315.
- 1974 Robinson, P. E. D.
An Ethnography of Classrooms IN Contemporary Research in the Sociology of Education, J. Eggleston (ed):251-266. London: Methuen.
- 1945 Schutz, A.
On Multiple Realities. *Philosophy and Phenomenological Research* 5:533-575.

- 1953 Schutz, A.
Common-Sense and Scientific Interpretation of Human Action.
Philosophy and Phenomenological Research 14:1-37.
- 1964 Schutz, A.
Collected Papers, Vols. 1 and 2. The Hague: Martinus Nijhoff.
- 1967 Schutz, A.
The Phenomenology of the Social World. Trans. by G. Walsh and
F. Lehnert. Evanston: Northwestern University Press.
- 1970 Schutz, A.
On Phenomenology and Social Relations. Selected Writings, H. R.
Wagner (ed). Chicago: University of Chicago Press.
- 1928 Thomas, W.L.
The Child in America. New York: Knopf.
- 1969 Turner, V.
The Ritual Process: Structure and Anti-structure. Chicago: Aldine
Press.
- 1974 Turner, V.
Dramas, Fields, and Metaphors. Symbolic Action in Human Society.
Ithaca: Cornell University Press.

A Participant Observer's Evaluation
Report: Administrative Workshop for
General and Exceptional Education
Personnel

Walter L. Panko
UCEA Assoc. Director

Overview

The agenda for the workshop appeared to be thoughtfully planned. All activities planned were carried out during the allotted time.

The workshop began with an introduction of participants and the facilitator. After the introductions, the facilitator delivered a brief lecture on handicapping conditions. The first group activity was to gather in teams and work jointly on a construction activity using only non-verbal communication. The evening concluded with a lesson in finger spelling and the allocation of "wheelchair time" for the following day.

Beginning the second day, the workshop attempted a "total immersion" format in which participants pursued activities designed to simulate various handicapping conditions. The workshop concluded with a feedback discussion and the completion of written evaluation forms.

Specific Reactions

1. Introductory Lecture:

The introductory lecture was brief and designed to advocate for handicapped individuals' rights. An overview of handicapping conditions was presented and suggestions for reading for that evening were made. The lecture was appropriate for individuals who had little or no experience interacting with handicapped individuals, and focused heavily on attitudes of non-handicapped individuals towards handicapped individuals.

2. Group Construction Activity:

The group construction activity was apparently successful as an "ice breaking" activity that allowed participants to begin to build teams and feel comfortable with each other. The non-verbal communication aspect of the activity appeared to be almost superfluous as the participants quickly developed a competitive spirit with regards to the other teams which appeared to take precedence over the slight difficulties that the non-verbal communication requirement presented. From the feedback, it appeared that most participants viewed this activity as a "fun exercise".

3. Wheelchair Confinement:

Participants assumed two-hour stints in a wheelchair during the workshop. Some participants participated fully, never leaving the wheelchair during their allotted time and reacted positively, discussing

many of the problems they had encountered. A number of participants, however, used the wheelchair only intermittently, leaving the wheelchair when mobility became difficult. These participants did not, when discussion took place, react as though they valued this exercise highly.

4. Learning Disability Simulation:

It is extremely difficult to simulate handicapping conditions other than physical handicaps. This simulation was completed in approximately one hour and from the feedback, appeared to be perceived by most participants as a game or contest. The participants did not seem to experience the frustration and continuing difficulties perceived by learning disabled children. Participant discussion following this simulation did not lead me to believe that it was an effective simulation for the participants.

5. The Blind Simulation:

All individuals at the workshop participated in this simulation. Judging from the feedback, it was very effective for the participants who actively experienced mobility and orientation problems of visually handicapped individuals. Aside from wheelchair confinement, visual handicapping conditions are probably the easiest to simulate. All participants in a brief time period experienced the conditions faced by visually handicapped individuals, and the discussion following was probably the one during the workshop in which participants most actively engaged in dialogue.

6. Deaf Simulation:

The simulation of deafness consisted of not being able to speak. However, all participants could hear normally. I believe this simulation was totally inappropriate and of little value. Indeed, this simulation may have had negative value if participants believed that, as a result of their participation, they now had some understanding of what it is like to be deaf. Since the participants were able to hear, when they interacted with individuals not involved in the workshop, they reacted to their speech—often indicating that they had understood. When they then refused to speak, the other individuals did not react as though the participants were deaf, but as if they were "playing a game" with them. This simulation, then, did not even help the participants to understand what it is like to be mute.

7. The Feedback Sessions:

With the exception of the feedback session following the blind simulation, the others appeared to be brief and superficially treated by the participants. Little sharing of attitudes and experience occurred. The feedback sessions immediately followed the simulations, thus, part of the difficulty may have been that participants did not have sufficient time to synthesize their experiences and to gain an understanding of their own behavior and the behavior of others towards them.

8. The Presenter:

The presenter was obviously well versed in many of the handicapping conditions. The presenter spoke, however, as if no participant had prior knowledge of handicapping conditions and, in some instances, spoke as if "only one correct way to deal with" handicapping conditions existed. For example, manual communication for deaf and hard of hearing was explained, however, no explanation of the oral or total communication methods was presented. The presenter was able to put the participants at ease early in the workshop and ensured that every individual participated.

Overall Reactions

I have ambivalent feelings toward "total immersion" workshops. On one hand, participation in a total immersion workshop can provide individuals with some understanding of the various handicapping conditions. If the simulation is followed by feedback and discussion and if individuals have sufficient time to begin to internally synthesize their reactions, a great amount of understanding can be gained. On the other hand, participants, at the completion of a total immersion workshop, at times believe they are fully informed about handicapping conditions and the experiences of handicapped individuals. I believe that the facilitator of a total immersion workshop must explicitly explain that the experiences of the participants are only a sample of the experiences of a handicapped individual. Furthermore, sufficient time must be devoted to the presentation of information about the handicapping conditions that cannot be gained through a brief simulation.

Dr. Lee G. Pugh has offered a five step experiential model as an approach to learning. This model involves experiencing, publishing, processing, generalizing, and applying. Experiencing is the process in which the participant becomes involved in an activity and acts or behaves in a specific way. This experience is the basis for the remainder process. I would suggest, with the exceptions noted above, that the experiencing of the participants was excellently planned and implemented. The publishing process follows the experience. It is important for the participant to share or publish reactions and observations with others who have either experienced or observed the same activity. The time allotted to publishing each simulation was extremely brief. Not all participants had the opportunity, or the willingness, to share reactions and observations. I would suggest that future workshops allow additional time for this phase. Processing is the necessary integration of the sharing. A minimum of processing occurred during the workshop. It is hoped that participants, through informal and more formal interaction, would continue the processing phase after the workshop ended. Generalizing, the need to develop principles or extract generalizations from the experience, and applying, the application of the principles derived from the experienced, are two steps that necessarily occur after the workshop. It would be interesting to

4

follow up these observations with a visit to determine the extent to which generalization and application took place. I would like to note that most of the participants participated fully in all activities and, following the workshop, shared informal feedback that they had found it more enjoyable and useful than they had anticipated it would be. I, also, enjoyed the opportunity to participate in this workshop.

**SPECIAL AND GENERAL INFORMATION
ADMINISTRATORS WORKSHOP
(SAGE)**

**Indies Inn, Duck Key, Florida
November 30, December 1 & 2, 1978**

GROUP PROCESS OBSERVER REPORT

by

**Dr. Lee G. Pugh
Coordinator, Community Affairs
Office of Community & Informational Services
Dade County Public Schools**

Learning experiences can be rather complex in a retreat-type setting when the goals are attempted to be implemented primarily through passive receptivity--rather than through an experiential approach--which would stress participant involvement.

When workshop design components are explored, it is highly appropriate to determine the extent to which they incorporate learner involvement. The didactic approach (meaning external to learner) is less effective than an experiential approach (meaning internal to learner). The least involving intervention in this workshop was the "lecturing to" and no time in the scheduled events to digest the abundance of reading material. This placed the participants in a reactive mode, passively receiving and vicariously experiencing. The most involving intervention is when the participants are encouraged to be proactive--taking responsibility for their own learning. In between these two extremes are activities that range from lectures to structured experiences, which may include experiential lectures, discussion, participation training, case studies, role playing, and instrumentation.

Participants become more involved during an experiential lecture than a traditional lecture approach because it incorporates activities on the part of the group. Interspersed among the sections of the content are brief interactions among participants. These interruptions are designed either to personalize the points of the lecture and/or to generate readiness for the next topic.

Participant interaction was late coming in this workshop, and illustrated the need to have had this component as a fluid part of the total conference.

Planned discussion, the case-study method, and structured experiences stress high participation and will allow participants to be a part of the learning process.

It's worth noting that after some participant response, the workshop design was modified to accommodate some needs and concerns of participants. Being able to redirect the learning experiences to retain/regain participant interest and accomplish the workshop goals should always be a part of the workshop design.

All aspects of a retreat-type workshop (meals, leisure activities, housing, transportation, and program) can be designed to accomplish the workshop goals.

For future SAGE retreat-type workshops, I offer for consideration a five revolving step experiential model as an approach to learning.

Experiencing

The process usually starts with experiencing. The participant becomes involved in an activity; she acts or behaves in some way or she does, performs, observes, sees, says something. This initial experience is the basis for the entire process.

Publishing

Following the experience itself, it becomes important for the participant to share or "publish" her reactions and observations with others who have either experienced or observed the same activity.

Processing

Sharing one's reactions is only the first step. An essential--and often neglected--part of the cycle is the necessary integration of this sharing. The dynamics that emerged in the activity are explored, discussed, and evaluated (processed) with other participants.

Generalizing

Flowing logically from the processing step is the need to develop principles or extract generalizations from the experience. Stating learnings in this way can help participants further define, clarify and elaborate them.

Applying

The final step in the cycle is to plan applications of the principles derived from the experience. The experiential process is not complete until a new learning or discovery is used and tested behaviorally. This is the "experimental" part of the experiential model. Applying, of course, becomes an experience itself, and, with new experience, the cycle begins again.

It was a pleasure to be part of your workshop.

LGP/hmg

SAGE CONFERENCE

November 30, December 1 & 2, 1978

CONFERENCE GOALS

As a result of participating in the SAGE Conference, it is hoped that each person will:

1. become acquainted with the requirements and opportunities associated with the new federal law, P.L. 94-142;
2. broaden awareness of resources available to help provide appropriate instructional services to all students; and
3. become more knowledgeable of how to foster a climate to encourage the entire professional staff to work together to deliver services to exceptional students.

DADE COUNTY PUBLIC SCHOOLS
BUREAU OF EDUCATIONAL PROGRAMS
DIVISION OF EXCEPTIONAL STUDENT EDUCATION

SPECIAL AND GENERAL EDUCATION ADMINISTRATORS WORKSHOP
(SAGE)

AGENDA

Thursday, November 30, 1978

6:30 - 7:30 PM

Registration and Refreshments (R&R)

7:30 - 9:00 PM

Dinner

9:00 - 10:00 PM

Welcome -

Conference Goals -

Dr. Wylamerle G. Marshall, Executive Director
Division of Exceptional Student Education

Friday, December 1, 1978

7:30 - 8:30 AM

Breakfast

8:30 - Noon

Session I

Status of P.L. 94-142

Thoughts On Least Restrictive Environment

State Statutes/Federal Regulations -

Dr. Landis Stetler, Chief

Bureau of Education for Exceptional Students
Tallahassee, Florida

Mrs. Diana Wells, State Consultant, Emotionally
Disturbed/Socially Maladjusted

12:00 - 1:30 PM

Lunch

1:30 - 5:00 PM

Session II

Mainstreaming In the Secondary School -

Dr. Phillip H. Mann, Research Associate,
School of Continuing Studies, University of

Planning Together for Model Programs -

Panel of Area Exceptional Student Directors

Parent Involvement & Contractual Service

Mrs. Betty Shkoler, SC Area

M-Team Concept

Mrs. Martha Boden, S. Area

Sequential Basic Skills & Curriculum Adaptation

Mrs. Susan Renick, NC Area

Suspension - Yea or Nay

Mrs. Alice Harrison, N Area

APPENDIX XII

REACTIONS TO ANTHROPOLOGICAL EVALUATION REPORTS

5:00 - 6:00 PM

Break

6:00 - 7:30 PM

Dinner

7:30 - 8:30 PM

Session III

Audit, Audit, Audit -

Dr. Wylamerle G. Marshall, Executive Director
Exceptional Student Education

Programs and Federal -

Mr. Peter Paraskeva, Consultant
Exceptional Student Education

Units - Class Membership - Contact Hours

Mr. David Sawtell, Coordinator
Programs for the Physically Handicapped

8:30 - 10:00 PM

Session IV

Secondary Gifted Programs -

Mrs. Faye Garcia, Gifted Specialist
Dr. Richard Huffman, Gifted Specialist

Saturday, December 2, 1978

7:30 - 8:30 AM

Breakfast

8:30 - 11:00 AM

Session V

Vocational Education for the Handicapped: Exemplary
Programs - Present & Future

Mr. George Powell, Coordinator

Voc. Ed. for the Handicapped

Mr. Hal Guinyard, Principal

Miami Central Senior High School

Mr. Michael Exelbert, Coordinator

Citrus Grove Project

11:00 - Noon

Session VI

Synthesis and Evaluation -

Dr. Wylamerle G. Marshall, Executive Director
Exceptional Student Education

Noon - 1:00 PM

Lunch

APPENDIX XII

REACTIONS TO ANTHROPOLOGICAL EVALUATION REPORTS

Metropolitan Public Schools

2601 BRANSFORD AVENUE • NASHVILLE, TENN. 37204

November 9, 1979

TO: Ellen Herda, Coordinator of SAGE Project

FROM: Phyllis Shutt, Coordinator, Metro Nashville Component
of SAGE

RE: Evaluation of SAGE Working Conference, May 7-8, 1979
Carol Mortland, Evaluator

My lack of experience with the notion of an anthropologist serving as the evaluator of an educational working conference will certainly limit the depth of my reaction to Carol Mortland's work with us. Frankly, I was more than a little skeptical as I observed her participation in one of the SAGE working sessions. Much later, but in fact not until I received her report, I became acutely aware of my almost lack of understanding of the role of an anthropologist in research and evaluation.

The first eight pages of Ms. Mortland's report was a very thorough delineation of the Interpretive approach to research and evaluation. This detailed, well-documented treatise enabled me to understand and appreciate her contribution to our SAGE project during her brief visit in May.

One of my major concerns through the years has been our attempts to evaluate various programs and efforts with instruments and techniques which certainly "did not correspond with and did actually ignore much of the actual phenomena relevant to the research".

Ms. Mortland's analysis of what she gleaned from her observance of the conference activities was comprehensive, perceptive and detailed. The insight she shared in relation to the interaction of the conference participants will be helpful in future planning. She indicated much understanding of the various perspectives held by the participants. I, however, might take issue with the rationale for the context of the conference being quite different for general education administrators and special education administrators. Both of these groups are part of a context which has provided them with knowledge beneficial to both and problems/concerns common to both. One very difficult task for us was to make this venture a collaborative one - not one group who "knew" and one who "did not know".

In summary, I am extremely pleased that we had a choice to participate briefly in an alternative approach to research and evaluation which gives major priority to the context where the action takes place ----the "real stuff" out of which change emerges.